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ABSTRACT

The 12 papers and three discussion group reports in this document are the result of a 3-day conference held in 1970 to study the role of vocational evaluation and work adjustment in manpower development programs. The 69 participants were carefully selected for their ability to effect change in planning, developing and delivering vocational evaluation and work adjustment services, and included representatives of federal agencies, university educators and researchers, administrators and project directors, and leaders of national organizations. These background papers cover the evaluation and adjustment processes, program interdependence, innovative approaches, target group selection, staffing and funding, and followup activities. (BH)

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VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES  
IN MANPOWER, SOCIAL WELFARE AND REHABILITATION PROGRAMS

An Education Guide  
Developed from a Conference  
Held in June 1970  
in Washington, D.C.

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Sponsored by:

University of Pittsburgh Research and Training Center  
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and

International Association of Rehabilitation Facilities

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## TABLE OF CONTENTS

	Page
PREFACE . . . . .	v
THE PROVISION OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES IN MANPOWER, SOCIAL WELFARE AND REHABILITATION PROGRAMS	
Where Do We Go From Here? - Paul R. Hoffman, Ed.D. . . . .	3
Vocational Evaluation and Work Adjustment Services in Manpower Programs - Malcolm R. Lovell, Jr. . . . .	17
Social Welfare Programs and Vocational Evaluation and Work Adjustment Services - Dr. Joseph Hunt . . . . .	27
Human Evaluation: The Necessary Ingredient - Edward Newman, Ph.D. . . . .	37
NRA Views Vocational Evaluation and Work Adjustment Services - E.B. Whitten . . . . .	47
RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE APPROACHES PERTAINING TO VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES	
In Manpower Programs - Jesse Davis . . . . .	53
In Social Welfare Programs - Andrew R.N. Truelson . . . . .	75
In Rehabilitation Programs - William Gellman, Ph.D. . . . .	87
STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:	
The Manpower Administration - Anthony Fantaci . . . . .	105
The Community Services Administration - Margaret Graham . . . . .	115
The Rehabilitation Services Administration - Ralph Church . . . . .	121
The Social and Rehabilitation Service, Research and Training Centers - Joseph Fantor, Ed.D. . . . .	127

	Page
<b>REPORTS OF DISCUSSION GROUPS</b>	
Introduction . . . . .	137
Group A - Walter A. Pruitt, Ed.D. . . . .	139
Group B - Neal D. Little, Ed.D. . . . .	143
Group C - Robert H. Couch . . . . .	149

#### **APPENDIX**

Planning Committee . . . . .	157
Sample Invitational Letter . . . . .	158
Program . . . . .	160
Small Group Assignments . . . . .	163
Suggested Outline for Background Papers . . . . .	164
Task for Small Work Groups and Discussion Guide . . . . .	166
List of Participants . . . . .	170

## PREFACE

The evaluation of human potential has become an important component of many government programs in the manpower, social welfare and rehabilitation fields. Those programs which emphasize employment as the chief outcome criterion utilize a process which, in part, facilitates and enhances the planning and provision of an array of meaningful services, thus contributing to the achievement of individual satisfaction and fulfillment, as well as agency goals. The process is commonly referred to as the vocational evaluation and work adjustment process. It encompasses a wide variety of basic assumptions, methodological techniques and services.

The provision of vocational evaluation and work adjustment services was long associated with the public program of vocational rehabilitation. In 1968, Congress singled out vocational evaluation and work adjustment services as developed and provided in vocational rehabilitation for disabled people, and authorized a separate new program empowering state vocational rehabilitation agencies to provide such services to disadvantaged individuals in cooperation with other agencies. (To date this program has not been funded.) In recent years manpower and social welfare agencies at the federal and state levels have increased their activities in the provision of evaluation and adjustment services. The seeming proliferation of programs offering or planning to offer vocational evaluation and work adjustment services signaled the importance of a conference which would bring together individuals vested with the responsibility of planning and providing vocational assessment and adjustment services.

This publication contains the papers prepared for the National Invitational Conference on Vocational Evaluation and Work Adjustment Services held June 2-4, 1970, at the National Airport Holiday Inn, Washington, D.C. It also contains reports of the three discussion groups which met during the conference.

Planning for the National Invitational Conference began more than a year ago. Unsuspected at the time, it had its roots in two earlier conferences which explored "evaluation and adjustment" as they applied to the rehabilitation of the disabled and disadvantaged. The March 1969 Think Tank Workshop at Stout State University brought together experts in the field of work evaluation to explore the parameters and problems of the field and to develop a program for a national meeting on the state of the art. The National Institute on Work Evaluation was held in July 1969 and resulted in a rich collection of papers prepared by well-known and emerging experts in the field of work evaluation and work adjustment. The participants in these earlier conferences were largely professionals in the work evaluation and adjustment field and were, in the main, associated with vocational rehabilitation programs. It became apparent that a conference which brought together policy makers and professionals from several agencies could serve some useful purpose in facilitating the development of far-reaching and forward-looking vocational evaluation and work adjustment services. With encouragement and some preliminary organizational effort supplied by the Rehabilitation Services Administration, the National Invitational Conference on Vocational Evaluation and Work Adjustment Services was destined to become a reality.

A planning group was established with individuals from the official manpower, social welfare and rehabilitation agencies and representatives of rehabilitation facilities, universities and national voluntary organizations. Two grantees of the Social and Rehabilitation Service with experience in conducting national conferences on human assessment and adjustment were invited to organize and carry out the conference. They were the University of Pittsburgh Research and Training Center in Vocational Rehabilitation (SRS/RT 14) and the International Association of Rehabilitation Facilities (SRS/ISA/418-T-70). Dr. Leonard V. Wendland, director of the R and T center, and Dr. Ralph N. Pacinelli, IARF Director of Education, served as conference co-chairmen.

The planning committee met in March and April 1970 and throughout its deliberations perceived the conference as a working meeting. The following objectives were set for the conference:

1. Review the state of the art of the vocational evaluation and work adjustment process.
2. Study the vocational evaluation and work adjustment process as it is applied in manpower, rehabilitation and social welfare programs.
3. Explore the interdependency of manpower, rehabilitation and social welfare programs which utilize the vocational evaluation and work adjustment process.
4. Delineate target groups to receive vocational evaluation and work adjustment services from manpower, rehabilitation and social welfare programs.
5. Initiate discussion among manpower, rehabilitation and social welfare programs for the purpose of developing effective interagency systems for the delivery of vocational evaluation and work adjustment services.
6. Explore and develop funding strategies among manpower, rehabilitation and social welfare programs for the provision of vocational evaluation and work adjustment services.
7. Determine appropriate follow-up and implementation actions for the conference.
8. Prepare for publication and dissemination the materials and interaction of the conference.

The program for the three-day conference was developed with extreme care. The planners made every effort to establish an agenda which would assure the accomplishment of the objectives outlined above. Dr. Paul R. Hoffman of Stout State University was called upon and accepted the difficult task of summarizing what had been done to date in the field of vocational evaluation and work adjustment and presented the conference challenge of "Where do we go from here?"

The participants were provided an in-depth orientation to work evaluation methodologies and techniques through the showing of the film, "Assessment." This widely acclaimed audio-visual aid was produced by the Alabama Rehabilitation Media Service at Auburn University under the direction of Mr. Jack Sink.

Next, major background papers were presented by the three federal agencies administering programs which provide vocational evaluation and work adjustment services: the Manpower Administration, the Community Services Administration and the Rehabilitation Services Administration. Guidelines for the preparation of these papers were made available to the agencies well in advance of the conference in order to achieve some common treatment of the subject under study. The agency papers were followed by a summary of the pioneering activities of the National Rehabilitation Association in promoting in 1963 the passage of special legislation for evaluation and adjustment services (Section 15 of the Vocational Rehabilitation Act). E.B. Whitten presented the NRA story.

To review the multifaceted and wide-ranging research and training activities related to vocational evaluation and work adjustment, two panel presentations were arranged. One panel was devoted to research, demonstration and innovative projects and developments, while the other panel focused on the recruitment, training and development of staff who are associated with the delivery of vocational evaluation and work adjustment services. Content ranged from activities and projects completed to those in process and those contemplated for the near future. Some philosophical and theoretical formulations were reviewed. Each panel was composed of representatives of the research and training arms of the principal federal manpower, social welfare and rehabilitation agencies. There was one exception, Dr. William Gellman of the Chicago Jewish Vocational Service presented the discussion of research and demonstration projects and innovative developments related to vocational rehabilitation programs. He carried out the assignment at the request of the Social and Rehabilitation Service.

With ample "input" provided by the keynote message, technical film and agency background papers, the participants were asked to assemble in small work groups for a central task of the conference: to develop a system to carry out the functions of individual assessment and service planning with emphasis upon the more complicated cases calling for a formal and comprehensive evaluation as provided in the vocational evaluation and work adjustment process. In the development of the system, work groups were encouraged to consider at least the factors of (a) target groups, (b) organizational patterns of service delivery, and (c) arrangements for meeting the costs of services. Reports from the work groups were heard on the final day of the conference.

It should be pointed out that the participants in the conference were carefully selected for their ability to effect change in planning, developing and delivering vocational evaluation and work adjustment services. They were identified by their federal counterpart agencies and by appropriate members of the planning committee in the case of those recognized as particularly knowledgeable in the subject under exploration. The 69 individuals who attended the conference included state directors of Employment Service, Public Welfare and

Vocational Rehabilitation agencies; regional and central office personnel of the federal Manpower Administration, Community Services Administration, Rehabilitation Services Administration, Office of Education and Social and Rehabilitation Service; university educators and researchers; administrators of rehabilitation facilities; project directors (evaluation and adjustment services); and leaders of national organizations in the human services and rehabilitation facilities fields.

It seems worthy of mention that late in the planning for the conference the HEW proposed Family Assistance Plan (FAP) became more relevant to the deliberations of the conference. The much sought welfare reforms embodied in FAP were accompanied by specific responsibilities assigned to the federal agencies administering manpower, social welfare and rehabilitation programs. Under the Family Assistance Plan vocational rehabilitation would provide evaluation and other services to the incapacitated, while the Employment Service would make available the same services to the nondisabled, and the Community Services Administration would render necessary social services.

Since the National Invitational Conference was held, two significant developments which can be associated with the deliberations of the meeting can be reported.

The first concerns the need for standards in the establishment of evaluation units and in regard to professional practice. Under the auspices of the Vocational Evaluation and Work Adjustment Association (VEWAA, a professional division of the National Rehabilitation Association), a group of individuals from universities, facilities and federal agencies met in Washington on July 30 and 31, 1970, to begin the process of developing a three-year research proposal on standards. It was suggested that the application should provide for: (a) review of the pertinent literature in vocational evaluation and work adjustment; (b) thorough analysis of the vocational evaluation and work adjustment process; (c) job analysis of the evaluator; (d) development of definitions; (e) delineation of skills, knowledge and abilities pertaining to the evaluator; (f) determination of manpower and training needs; (g) identification of target groups to be served and levels of practice; and (h) the development of standards. Financial support for the project will be sought from the Social and Rehabilitation Service and the Department of Labor. This systematic and constructive approach to deal with important problems and issues confronting the field of evaluation and adjustment should result in an authoritative and broadly accepted document.

The second item which was largely stimulated by the conference concerns the development of several evaluation and adjustment models which can be used as guidelines by facilities and organizations applying for grants under the Vocational Rehabilitation Act. In preparing for the implementation of pilot projects in vocational evaluation and work adjustment services, the Division of Research and Demonstration of the Social and Rehabilitation Service and the Rehabilitation Services Administration have enlisted the assistance of Stout State University in the development of models. The task to be accomplished by Stout State, working with the federal agencies and others, is expected to be completed before October 1970. The pilot projects would be authorized by the FY 1971 Appropriations under Section 104 of the Vocational Rehabilitation Act. The budget request for 1971 includes earmarked funds



under Section 4 for "Section 15 type" projects. (Section 15 provides for evaluation and work adjustment services to disadvantaged individuals.) The pilot projects along with other ongoing activities in the area of vocational evaluation and work adjustment will provide the necessary information and experience required to encourage federal funding of evaluation and work adjustment services at currently authorized levels, especially as these services pertain to the nation's disadvantaged populations.

A number of people were vital to the success of the National Invitational Conference on Vocational Evaluation and Work Adjustment Services and the completion of this publication. The editor is thankful for the help provided by several individuals from the federal agencies who played key roles in all phases of the conference. Always available for consultation on matters concerning the agenda, speakers and participants were: John D. Bailey and Ralph Church, Rehabilitation Services Administration; Herbert Kamsky, Community Services Administration; John Mitchka, Manpower Administration; and Nathan E. Acree, Social and Rehabilitation Service.

A special thanks is due members of the IARF staff who along with other duties found time to assist in the implementation of the conference and the completion of this publication. James R. Geletka and Mrs. Joyce L. Rudisill are acknowledged for carrying out certain administrative and clerical tasks associated with the conference. Mrs. Jane Lee and Mrs. Nina Dibala typed and proofed the manuscript from which this publication was prepared.

Ralph N. Pacinelli, Ed.D.  
Washington, D.C.

August 6, 1970

THE PROVISION OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES  
IN MANPOWER, SOCIAL WELFARE AND REHABILITATION PROGRAMS

WHERE DO WE GO FROM HERE?

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## WHERE DO WE GO FROM HERE?

by

Paul R. Hoffman, Ed.D.

I have the honor and privilege to open this conference by sharing with you an idea, the idea behind this conference. I have titled my presentation "Where Do We Go From Here?" This may seem like a strange title for opening a conference. However, it is my belief that the title conveys the idea behind the conference. It is my hope that the meaning of the title will become clear by the time I am finished.

For the moment, open the imagery of your mind and share with me a few scenes with the invisible screen that I have set up here beside me.

Scene: Seated at a breakfast table is a young 18 year old boy who is watching his father and brother prepare to go to work. Characteristics of the young 18 year old boy are a below average level of intelligence, special education schooling background, no work experiences, undeveloped work habits and a lack of hope.

Scene: The screen now depicts a police station. Standing by the police officer is a 16 year old boy arrested for car stealing. His characteristics are a history of school truancy, burglary, two car thefts, undeveloped vocational strengths and an attitude to those who work in school as being squares.

Scene: The scene now changes to a 35 year old common laborer in a hospital with an injured back. Characteristics include a history of working but at low level laboring jobs, a fifth grade education, a reading ability of the third grade and a desire to be a provider to his family.

Scene: A street in the ghetto of an inner city and a 24 year old black man sitting on the steps of a rundown, rat-infested apartment. Characteristics include a ninth grade education, reading ability of the fourth grade, work experience as a dishwasher and laborer, all short-term employments, and a belief that society is against him.

Scene: The camera now pans to another apartment building with a 27 year old mother and five children. The home is lacking an important ingredient, that is a father and husband. Whereabouts of the father and husband are unknown. Characteristics of the mother include a tenth grade education, no vocational preparation, barely enough money to pay for basic necessities, and despair.

Scene: A shack in the Appalachian Mountains with a family of a mother and father and seven children. Characteristics of the father include fifth grade education, occasional opportunity to work, poor, and resignation.

Hoffman

Just described are a few of the types of people that make up our society. They could be classified into some form of grouping. If we were to do so, we would find that there are many differences not only from group to group but between individuals within the groups. We would also find that there are some commonalities. One of the main commonalities is that they are outside of the economic rewarding-work oriented society of ours. They might be on the outside for internal or external reasons or for a combination of both. Whatever the reason, the commonality is that they are on the outside. A second commonality is that for whatever reason they are on the outside they do present to us difficult problems for breaking down the barriers and bringing them within the economic rewarding-work oriented structure of our society.

Of even more importance is a commonality that they share with all mankind. This is best expressed in an analogy given by Hiro Malkani (1969) who is Superintendent of the Rehabilitation Center for the Physically Handicapped in Bombay, India.

"Even the dust, swept off a goldsmith shop floor, has selling value because when processed it is residual gold dust which is nothing but gold and whole gold comparable to any gold. Therefore, it is the processing which yields the valuable gold, otherwise dust appears as good as any dust."

That which appears as dust and dirt, when processed, may be gold. Those who appear as disadvantaged, disabled, hardcore and handicapped, when adequately processed, will show the gold of being a human being and being able to take a place in the world of human beings. It is the processing that is the key.

#### WHO NEEDS PROCESSING?

By processing I mean the adequate identification of vocational strengths; development of knowledge, skills and work habits; and the placement into an appropriate and rewarding work situation. Who needs processing? The answer, of course, is everyone. However, our concern here is with those who cannot be processed adequately through the normal channels of testing, counseling and schooling. These include a large number from, but not all of, individuals from the mentally retarded, juvenile delinquents, adult public offenders, members of the minority groups, physically disabled, the narcotic addicts, the alcoholics, the displaced persons whose vocational skills are no longer needed because the job no longer exists, and the welfare recipients. These include persons now being served by such programs as the Concentrated Employment Program, the Neighborhood Youth Corps, the Rehabilitation Services Administration, the Manpower Development and Training Program and the Community Services Administration.

I could list statistics to indicate the number of people needing some form of assistance and whom we are concerned with at this conference. Such statistics might refer to the 26 million poor, the 10 million on public assistance, six million retarded, six million chronically disabled, and others. However, many of you at this conference are from government agencies

Hoffman

who are concerned with these people and who know these figures far better than I do. You also have on your desk figures that are much more up to date than any I would have at my disposal.

Perhaps of more importance would be to look at some of the characteristics found within these groups. These would include poor reading ability, lack of adequate schooling, undeveloped or inappropriate work habits, immaturity, resignation to a belief that they don't fit or that the economic rewarding-work oriented society has no room for them, inability to sustain behavior, feeling that society is hostile to them, and unable to tolerate a structured activity such as found in a work situation. Too often a characteristic attributed to many of them is that they don't want to fit in and work, even when given a chance. There are many studies and demonstration projects to indicate otherwise.

Other characteristics of those described above are characteristics which outline for us factors that must be within any delivery service developed for serving and processing these groups. The first of these characteristics is that a large percentage of these individuals are concrete oriented and oriented to the here and now. They cannot accept delayed gratification. Interesting enough, one of the reasons that some are not able to accept delayed gratification is a very socially acceptable reason. That is, they have families that need to be provided for now, and they are unable to enter into any program that does not offer some way for them to immediately care for their family. For some, it is a desire simply to meet their own basic immediate and necessary needs. For others, inability to work for delayed gratification is due to internal factors such as lack of maturity and adequate experiences. However, it will do no good to berate them for this characteristic as it is a factor of reality that must be dealt with. Therefore, one of the characteristics of this type of individual is their concern with immediate gratification. A delivery service to be effective must be concerned with this immediate need for service and see that provision is made within the delivery system for meeting it. This is not to be interpreted as stating they need "quickie" services in evaluation, adjustment or training. It does mean that involvement in a meaningful program without delay with attention given to realities of immediate needs is required.

A second characteristic is that the service rendered must be relevant to the individual. Why should a young man go into a low-level factory paying job when he can make many times the amount hustling on the streets? Further, services rendered to him, whether they be evaluation, processing to adjust aspects of his behavior, or training, must be shown to be relevant if interest, attention and effort is to be captured. Relevancy must, therefore, be a factor of any delivery service if it is to be effective.

A third characteristic of many of these individuals is that they do not come in to seek services. The delivery service must have an outreach if it is to be effective. Outreach programs have been pioneered and used quite adequately by some of the manpower programs. Rehabilitation programs have begun to utilize outreach and have found it to increase effectiveness in their programs, especially in such areas as the ghettos.

Hoffman

A final characteristic is that a large percentage of these individuals will not participate unless they are involved. Consumer involvement is something which we speak of much today, both on the side of the establishment (if I may use that word) and very much from the side of welfare recipients, the disadvantaged and other groups. I will have more to say about consumer involvement later, but experience indicates that it cannot be ignored if the delivery service is to be effective.

#### PROCESSING

In processing to sift out the gold, it is important that the processing be done in the most expedient and efficient manner possible. This needs to be because (1) the financial resources in society are not unlimited, (2) our manpower resources for conducting the processing are not unlimited, and (3) the type of clientele we are dealing with will not remain in programs that are drawn out and inefficient.

There are those who can be processed through standard procedures of testing and counseling. There are those who from this process can be recommended for training and/or job placement. There are those who can be processed directly in work programs in industry. But there are those whom testing and counseling and standard procedures will not reach due to their lack of adequate educational experience, inappropriate cultural experiences, hostility towards testing and anxiety towards testing. There are those who are so lacking in development of skills, work habits, proper attitudes, and so forth, that they cannot be processed through a standard procedure of testing and counseling. It is for these groups that we come to a process known as work evaluation in relation to assessment and a process of work adjustment for modification of behavior and the development of work habits, proper attitudes and other characteristics that will make them ready for training and placement.

Work evaluation is a technique of assessment that utilizes work or aspects of work to assess vocational strengths and weaknesses. Techniques of work evaluation include, but are not limited to, work samples, situational work settings and job tryouts. Work samples are either actual samples of work from a job, a mockup of an actual industrial operation or a test resembling work which assesses a specific trait. Situational assessment usually refers to the placement on a production job in a sheltered workshop for assessment. Job tryout refers to the placement within a job either in an institutional setting, a rehabilitation facility, or in business or industry in a community.

In work evaluation, assessment is made to determine if there are sufficient vocational strengths and no overriding interference of vocational weaknesses that will permit further programming for training and/or job placement. At a "think tank" workshop on work evaluation held at Stout State University (1969), the purpose for work evaluation was succinctly stated by Gordon Krantz. Krantz stated that work evaluation has the object of assisting and generating a vocational course of action for individuals for whom other techniques of assessment and guidance have not generated a vocational course of action.

Hoffman

Work adjustment is a process of utilizing work under professional counseling and supervision to modify behavior. It is a process developed and utilized mainly in sheltered workshops. It is utilized for individuals who display inappropriate work habits, negative attitudes towards work, inability to relate to supervisors and peers adequately, low frustration tolerance and other factors of the work personality which interfere with their entering into training or job placement. Saul Leshner (1970, p. 33) stated in relation to work adjustment that the:

"ultimate purpose of WAT (work adjustment training) is to produce an individual with a sound self-image of a particular kind of worker with identifiable capabilities, vocational goals, and motivation for continued vocational self development. When he is finished, he is ready for entering into training or in competitive employment."

Carrying the thought of Gordon Krantz on work evaluation over to work adjustment, one might state that work adjustment has the object of developing within an individual vocational strengths for individuals for whom other techniques of adjustment have not developed these vocational strengths and that will thus permit him to pursue a vocational course of action.

Both work evaluation and work adjustment are activity approaches to assessment and behavior modification.

I would note that there is an accumulating body of research supporting the work evaluation and work adjustment process. The Jewish Employment and Vocational Service of Philadelphia (1968) under an experimental and demonstration project with the Manpower Administration has developed a work sample system. Through research they have found that the work evaluation helps both the counselor and the counselee. The counselor is helped to (1) more adequately identify the counselee's problems, (2) establish better rapport with counselee, (3) provide more information about the counselee's potentials, (4) provide information from which to provide better vocational goals and planning, (5) achieve lower ratio of referrals to job placements, (6) achieve success in placing the culturally different, and (7) help referring counselor to cope with employer's questions concerning skills, potentials and job stability. It was found that the counselee is helped to (1) accept complete counseling and placement services, (2) better understand himself as a worker, (3) learn about different jobs, (4) modify his experience in other work-related behavior in conformance with industrial standards, (5) find and hold a job with opportunity for advancement, (6) succeed in training, and (7) seek jobs (on his own) which were not limited to marginal or menial occupations.

Dennis Dunn (1969), in attempting to establish the effectiveness of work evaluation and work adjustment programs, reviewed a number of projects sponsored by the Division of Research and Demonstration of the Social and Rehabilitation Service, which was part of the Vocational Rehabilitation Administration when the projects were undertaken. The finding of the projects with such groups as the cerebral palsied, the mentally retarded and the emotionally disturbed was that work evaluation proved to be effective. The process of work adjustment was also found to be effective with various



Hoffman

disability groups. Dunn also referred to programs sponsored by other agencies and reported the effectiveness of work evaluation in processing the disadvantaged. Dunn noted findings by Gordon (1969) (1) revealing the effectiveness of the work sample approach in evaluating disadvantaged youth and (2) establishing work samples as a clearly outstanding innovative development in assessment.

The next question that might be asked is where do we find the processing techniques of work evaluation and work adjustment. Until recent times, about the only places in which these two techniques could be found were rehabilitation facilities. Recently, through the experimental project of the Manpower Administration in conjunction with the Jewish Employment and Vocational Service of Philadelphia, a set of work samples has been developed and is being tried out in a number of CEP, WIN and Human Resources Development (HRD) programs in cities throughout the United States. However, this program is limited mainly to a work sample evaluation technique which is predictive in scope. Work adjustment, which is therapeutic in scope, is still mainly limited to rehabilitation facilities.

Work evaluation and work adjustment from the federal standpoint have in the past been pursued chiefly by the Rehabilitation Services Administration of the Department of Health, Education and Welfare. Garth Mangum and Lowell Glenn (1967) have seen vocational evaluation as one of the stronger contributions that can be made by the rehabilitation agency, especially when cooperating with other federal agencies in manpower programs. They stated that vocational rehabilitation could make a very unique contribution in the evaluation area in combination with other programs with other agencies.

There have been a number of studies that have shown the effectiveness of the utilization of rehabilitation facilities in serving and meeting the needs of the disabled and disadvantaged. Levine (1970) noted a study by Hillman and Martin of Florida State University of 14 demonstration projects conducted by the Office of Research and Demonstration of the Social and Rehabilitation Service. These studies revealed success for vocational rehabilitation programs and the rehabilitation of disabled welfare recipients. Of 2,614 cases on which complete data were available, 44 percent were closed as rehabilitated and 34 percent (some to be rehabilitated later) were still being served. Only 6 percent of 1,147 recipients were closed as rehabilitated and were unable to get employment after their case closed as compared to 78 percent before. It was noted in this process that there was careful selection of clients and the process of selection relied less on aptitude tests and more on practical situations and job samples.

In a research project sponsored by the Office of Manpower Policy, Evaluation and Research (OMPER) of the Department of Labor in conjunction with the Association of Rehabilitation Centers (1967) the effectiveness of vocational rehabilitation facilities in serving the hardcore unemployed was explored. The project showed that rehabilitation facilities could be utilized in serving the hardcore unemployed as identified by manpower programs. Some of the groups researched included the rural poor, the unemployed population not receiving any official agency service towards preparation and placement in employment, individuals who had recently obtained medical stability after

Hoffman

a long severe disabling condition, mental and physical disabilities of a chronic nature and minority groups. In overall findings, 46 percent of all clients who had participated in the facility programs had moved into some situations for which these programs were so designed to prepare them. There were 32 percent employed in jobs and 14 percent who had entered formal training. There was an additional percentage who were still being processed of which some would become rehabilitated at the conclusion.

One of the other findings of the OMPEER study was that psychological testing did not appear to be as effective as the vocational evaluation process. Although the latter is often more subjective, there was an ability to correlate observations through vocational evaluation with established criteria for vocational improvement and placement. Further, the study indicated that of the two types of therapy, insight therapy and action therapy, insight therapy was used less and less as the project developed and action therapy more and more. Action therapy is a manipulation of the environment to shape the client for work behavior and hopefully to change his attitudes about the society of which he is a member. Work adjustment is action therapy.

In relation to this finding for activity therapy, a similar finding was found for work evaluation which might be referred to as an activity evaluation. The Jewish Employment and Vocational Service of Philadelphia (1968, p. 23) made the following finding in their research in the development of work samples. They noted that with:

"socially maladjusted or alienated persons, emotionally disturbed, mentally retarded, and other clients who may not be responsive to verbal communication, the activity approach presents a means of eliciting and modifying behavior where verbal and symbolic techniques have failed. It supports the counseling by (1) isolating particular client traits which need corrections or development, (2) providing a vehicle for reality testing and acquisition of a large repertoire of work related behaviors, and (3) offering a means of engaging a resistant and reluctant client in an initial counseling relationship through making immediately available for discussion his experience in a work sample program."

Work evaluation and work adjustment are two technologies developed in recent years. They are technologies which are concrete in nature and which permit the immediate involvement of the client and through which he may directly witness his performance. They are activity oriented. This is the main advantage of the techniques in serving the type of clientele being discussed in this paper.

I stated earlier that consumer involvement is of extreme importance with this group. However, consumer involvement, when the consumer is an individual with poor education, lacking verbal skills, has negative experiences towards schooling and standard types of testing, and/or from cultural groups suspicious of professionals, is difficult if not impossible with techniques of standard psychological testing and verbal and insight therapies. The technologies of work evaluation and work adjustment permit the direct involvement and witnessing by the individuals involved of their accomplishment and

Hoffman

progress. Working on a work sample, whether it is putting an engine together, working on a power saw, working on a business machine, welding, participating at a job in a gas station or other work-oriented activity, permits direct interpretation in a visual concrete manner by the individual involved. The same advantage exists in work evaluation through situational assessment and job try-out.

Interpretation and explanation of behavior with guidance for appropriate adjustments when involved in work in a work adjustment situation have the same advantages as above. The work adjustment situation further permits the manipulation of the environment in helping to meet the needs of the individual. Consumer involvement for individuals who lack appropriate work experience, educational development, positive attitudes and appropriate cultural experience is far more possible in work evaluation and work adjustment.

As I stated earlier, there are those who can be processed through standard procedures of testing and counseling. There are those who cannot benefit from this system but who can be adequately assessed through work evaluation and then programmed into training or job placement. There are residual groups for whom there must be a modification of behavior before they can be programmed into training or job placement and for whom standard insight therapy will not work and for whom the process of work adjustment is needed. There are those for whom work evaluation utilizing only work samples will adequately assess vocational strengths and from which they may be programmed into training or job placement. There are others who need a more prolonged and usually more subjective evaluation in a work situation in a sheltered workshop.

In developing a delivery system I stated that we must attempt to find the most expedient and efficient method. There is no single system that is the most expedient and efficient. What appears to be needed is a sieve system. The first step would be a determination as to whether or not an individual could be assessed and helped through standard procedures of testing and counseling. If so, these procedures should be utilized as they tend to be the least costly and quickest and from which then programming into training and/or job placement can be accomplished. If the answer is no, then they may be referred to the process of work evaluation. Here the quickest process is work sample evaluation. This may be conducted in programs such as those being sponsored by the manpower program or in rehabilitation facilities programs which are mainly sponsored by the rehabilitation agency. Both of these processes are on the same level, and one does not serve as a sieve to the other one, but they are utilized depending upon their availability within the community and emphasis of a particular federal program. In this process, a percentage will be directly referred to training or job placement. A further percentage will need additional evaluation of a more prolonged and subjective nature which is found in the sheltered workshops, and that is the situational assessment technique.

There is, in addition, a technique of work evaluation entitled job placement. This is not discussed at this point in that it may be utilized in conjunction with different levels of the systems being outlined here.

Hoffman

From the situational assessment of the sheltered workshop, there will be a percentage of clients which may be then programmed directly into training or job placement, and there will be a percentage of clients which are not yet ready for this stage and for whom modification of behavior is required. This group will be referred to sheltered workshops for the process of work adjustment. It is through such a system as this that we can most effectively and efficiently serve the needs of our clientele.

#### WHERE DO WE GO FROM HERE?

To answer this question, we first must know where we are. There have been a number of developments which have brought us to the point where we are today. From the standpoint of technology and professionalism there is a small body of history which could be reviewed. I shall not review it in depth at this time. For a history of the development of work evaluation, I would refer you to an article written by myself (1970) in a recent issue of the Journal of Rehabilitation. The history of work adjustment has not been written but aspects of it have been referred to in various writings. Two important steps in the development of work evaluation technology were (1) the TOWER System developed by the Institute for the Crippled and Disabled under the sponsorship of the federal rehabilitation agency, and (2) the Jewish Employment and Vocational Service battery of work samples developed under the sponsorship of the Manpower Administration. The work adjustment technique has grown up through the sheltered workshop system with the main research and demonstration projects being sponsored by the federal rehabilitation agency.

Recently professional training programs in work evaluation have been developed. Another development to indicate where we are is the establishment of a professional organization for persons involved in vocational evaluation and work adjustment, the Vocational Evaluation and Work Adjustment Association, which is a division of the National Rehabilitation Association. VEWAA has almost 700 members.

This conference is the third in a series of conferences. In 1969 the "think tank" in work evaluation, held at Stout State University, brought together a number of experts from different backgrounds and from programs serving different types of clients to (a) clarify basic concepts and terminology and (b) delineate and resolve some basic problems. The emphasis of the conference was to come to grips with theoretical and philosophical issues in work evaluation. This was followed by a conference in July 1969 at Denver, Colorado, sponsored by the Association of Rehabilitation Centers, Stout State University, Arkansas Research and Training Center, Auburn University and the University of Arizona in conjunction with the Rehabilitation Services Administration. The purpose of the Denver conference was to explore the state of the art of work evaluation today. It brought together an outstanding faculty and a well represented group of participants for papers and discussions on such factors as (1) definition and goals, (2) methodologies and models, (3) organization and administration of work evaluation programs, (4) manpower in relation to preparation and needs of professionals, and (5) research that has been undertaken and is needed. This conference now being held is one further step in the process.

Hoffman

We have a large population of disabled and disadvantaged individuals throughout the United States. As each of you know, there is a considerable overlap between these groups. Agencies serving the disabled find a large percentage who meet the criteria of disadvantaged and hardcore, and those serving the latter groups find a large percentage of individuals with physical and mental disabilities. I am constantly amazed that with the number of agencies, programs and fundings that we have there is still a large body of persons for whom we cannot meet their needs. Undoubtedly, we need more funding, but I doubt if we need any more additional agencies.

With the amount of funding that we have, I feel it is partially because of the inefficiency of our delivery service systems that we are not meeting needs. Rehabilitation facilities across the country share the same experiences that we do at Stout State University in our Evaluation and Training Center. That is, we identify youthful offenders, the unemployed poor, welfare recipients, etc., in our communities who can utilize our service, and for which agencies wish to refer them, but for which there are no funds. With all the programs and agencies, I find this to be an enigma. What it says to me is that we have yet to develop a truly effective delivery system. Perhaps some of you are getting defensive at this statement and are saying to yourself that it is untrue, that we do have adequate ways of serving these people. I will have to disagree with you.

The Rehabilitation Services Administration under the Vocational Rehabilitation Act, and through the development and encouragement of rehabilitation facilities and various programs, has developed an effective system for providing evaluation and work adjustment services to these individuals. However, funds are not adequate for serving all of the disabled let alone the disadvantaged and other groups. The Manpower Administration under such authority as the Manpower Development and Training Act has instigated excellent programs throughout the country. Such programs as Community Action Programs and Neighborhood Youth Corps have also undertaken many excellent programs that meet the needs of disadvantaged and disabled people. However, they are lacking in evaluation and work adjustment programs. The client population overlaps considerably. There are beginning efforts of combining services rendered by the various agencies, such as the Atlanta Employment and Evaluation Center and the recent program developed in Utah combining manpower and rehabilitation in services. However, client needs go unmet because we have yet to adequately come to grips with the problem of developing the most efficient and effective delivery system.

Where do we go from here? We have arrived at a point where the technology has been developed and where professional people are being trained, although we still have far to progress in both of these areas. There is a need to develop a better delivery system. It is for this purpose that you are here. You have been brought together at this conference for the purpose of (1) delineating the target groups to be served, (2) developing organizational patterns for service delivery, and (3) recommending funding arrangements.

You must decide the target groups to which the services are to be directed. This is of even increasing importance in light of the Family Assistance Plan that is shaping up in the federal government. You are then charged with developing an organizational pattern for service delivery that will help to

Hoffman

more effectively utilize the funds that we have and to deliver service more effectively than is now being done. And, finally, the charge is to explore and recommend ways of funding to meet the needs of the target group and to deliver the needed service system. This should stress a more effective use of funds and identification of ways to secure additional funds.

There is a big population within the United States to be served. The needs are urgent, and the times are critical. Where do we go from here? That is what this conference is all about.

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VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES IN MANPOWER PROGRAMS

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## VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES IN MANPOWER PROGRAMS

by

Malcolm R. Lovell, Jr.

One needn't be a sociologist, demographer or economist to realize that the manpower needs of our society have been drastically changing, particularly in the last decade or so. Perhaps the needs themselves have long existed in one way or another as they do now but simply were not fully perceived by the various public agencies responsible for doing so. But certainly the intensity and pervasiveness of these needs have increased rapidly, a reflection, surely, of the social upheavals in many areas of life which characterized the 1960's.

The U.S. Training and Employment Service (USTES) has particularly found itself challenged to more effectively meet the needs and demands of the times, to become more relevant, if you will. The Employment Service has undergone a severe self-appraisal which in turn has led to a basic redefinition of its mission.

A passive policy which screens into the world of work only the currently qualified and neglects the rest of the potential work force is both unfair and unresponsive to the needs of the nation. The Employment Service, as a deliverer of manpower services to poverty-oriented programs such as the Concentrated Employment Program (CEP) and the Work Incentive Program (WIN), must assume an active role in serving those in need. It has begun to assume such a role.

The Human Resources Development concept (HRD) was introduced in 1966 to enable the public Employment Service to fulfill its social and economic responsibility to all those who want to work, regardless of employment barriers. The HRD concept called for the provision of services, such as counseling, training, individual appraisal and orientation to the world of work, for improving the employability of disadvantaged persons by focusing in a specialized manner upon the needs of the individual.

It wasn't until the advent of the WIN program, however, that a vehicle was provided through which the HRD concept could become translated from an abstract idea into an active, ongoing program. The HRD Employability Development Model was introduced, and it is now an integral part of all WIN and CEP programs. In addition, the model is being incorporated on an experimental basis in 10 Employment Service local offices and may eventually become national in scope. Because the Employability Development Model represents such a basic redirection of the provision of manpower services and because it includes some new evaluation, assessment and work adjustment services, a brief discussion of it follows.



Lovell

Central to the model is the employability development team, a group of individuals responsible for a limited caseload of enrollees throughout their entire enrollment in the program. The team provides (or makes sure others provide) a full range of manpower and supportive services including outreach, enrollment, assessment and counseling, orientation, training, education, job development, placement, job coaching and follow-up.

Each team member, ideally a counselor, job developer, work and training specialist, coach and clerk-steno, brings to the total team effort his own area of expertise in aiding the individual's progress toward employability. Besides working with a client on an individual, one-to-one basis, team members come together for periodic group meetings known as case conferences to review an individual's status. In conjunction with the enrollee, the team develops an employability development plan which outlines his short and long range goals, and the steps to be taken in order to best arrive at the goals. Throughout the period of implementation of the plan, the team works closely with the enrollee to evaluate and reassess progress, provide additional supportive services, and modify the plan as it is needed.

It becomes clear, then, that through the team approach, services become personalized to suit individual needs. The enrollee feels there is a clearly defined group that is concerned about, and responsible for, his development. The team members, because of their continued, in-depth contacts with one client, can be assured that their efforts are appropriate in nature. The team will be referred to several times throughout the following discussions.

Tests are one of the most frequently used tools in making vocational evaluations and assessments. The GATB, or General Aptitude Test Battery, was published by the Employment Service in 1947, and has been the test most widely used by the Employment Service. It consists of 12 separate tests which yield aptitude scores in the following nine areas: intelligence, verbal aptitude, numerical aptitude, spatial aptitude, form perception, clerical perception, motor coordination, finger dexterity and manual dexterity. The last two are measured with the use of apparatus while the other aptitudes are measured by paper and pencil tests. The GATB assumes that many kinds of tests can be condensed into several factors and that a large variety of occupations can be clustered around the similarity of abilities required. The aptitude scores derived from the GATB were standardized on a general working population of adults, and the occupational norms were developed from studies of persons already in the occupation or about ready to enter the occupation.

The SATB's, or Specific Aptitude Test Batteries, are combinations of various GATB tests and are used when selecting and referring to specific jobs in which the applicant has had no experience or training.

The Kuder Interest Inventory and the Employment Service Interest Check List are other instruments that have been utilized to varying degrees.

Lovell

A number of questions have been raised about testing minority group members and those who are socioeconomically and educationally disadvantaged. Administering the conventional tests intended primarily for the white, middle-class individuals may result in invalid test scores, mistaken conclusions, invalid predictions and inappropriate decisions. Some feel that no testing of the disadvantaged should be done at all. Yet we know that assessments and evaluations must be made in some way and that subjective judgment alone, even based on the greatest degree of experience and the most sensitive of perceptions, is often no more accurate than paper and pencil testing. (A significant new development in evaluating the occupational potential of the disadvantaged is now being used in several cities - the work sample. This will be discussed in the orientation section.)

There are several tests now being developed by the Department of Labor which are designed to provide fairer, more reliable and valid ways to assess the disadvantaged. The Nonreading Aptitude Test Battery (NATB) is a nonreading version of the GATB, and it is intended to measure the occupational aptitudes of disadvantaged individuals with limited education. Occupationally relevant information similar to that obtained from GATB testing will be provided by the NATB. Plans are being made for the further development and standardization of Spanish language versions of the GATB and NATB.

The USTES Basic Occupational Literacy Tests (BOLT), to be released sometime early in 1971, will be used to assess the actual (rather than the potential) level of the applicant in basic literacy skills. As well, BOLT, through research on employed persons, will be used to assess the literacy demands of various occupations. BOLT will replace the commercial aptitude tests now in use in the Employment Service such as the Adult Basic Learning Examinations and the Stanford and Metropolitan Achievement tests.

The Department of Labor has contracted for the development of a biographical information blank (BIB) for use in identifying persons in need of employability development before they are job ready. The BIB may measure factors such as attitude and habits which are relevant to job performance. It will be made available sometime in 1971.

Any test, regardless of its fairness of content or how it is administered, may still intimidate those people for whom tests in the past have presented a real threat. The resulting anxiety can, and does, seriously affect the quality of one's performance. Pretesting orientation techniques help persons frightened about taking tests to develop confidence in their test taking ability. Already available are a booklet, "Doing Your Best on Aptitude Tests," which offers pointers on test taking, and the Pretesting Orientation Exercises, which offer practice in test taking. Other techniques in this area are currently being developed.

Manpower programs such as WIN and CEP have found it increasingly necessary to provide some sort of orientation and assessment program for their most disadvantaged clients, prior to placing them in jobs or training. Objectives of such a program are, by bringing together and concentrating over a specified period of time many resources and techniques, to help an individual assess his strengths and weaknesses in skill, to determine his potential and interests,

Lovell

to assess habits and attitudes relating to work adjustment and to relate all of these things to choosing a realistic vocational goal. These orientation programs, which usually vary in duration from two to six weeks, consist of many different combinations of evaluation and assessment activities, classes and discussions on a myriad of topics, etc. Orientation and assessment programs are structured enough to be effective and to be considered a definite component of the entire program, but flexible enough to suit the needs of the individual enrollees.

The previously mentioned work sample technique is often combined with the orientation and assessment program. The work sample technique is a semi-standardized instrument developed and tested by the Jewish Employment and Vocational Service (JEVS) in Philadelphia, Pennsylvania. It is chiefly concerned with assessing the potential of a client for whom the more traditional testing tools are inadequate.

Work samples (a series of 28 or more) simulate real job tasks involving the use of actual job materials and equipment and are designed to give individuals the feel of activities associated with various kinds of jobs.

During the administration of the work sample, which normally takes two weeks, an individual is observed and evaluated by specially trained staff members on his accuracy of performance, learning speed, expressed job interests, work attitude, acceptance of authority and other work-related behaviors. At the end of the two-week administration period, the counselor and other staff members have gained crucial insights into the person's work tolerance, job preference, learning ability, etc.

Many less structured kinds of assessment and evaluation take place during an orientation program. The staff has many opportunities to observe the individual in various settings and situations. Clues to those attitudes, behaviors and habits which may be relevant to one's functioning in a job setting can be acquired from the various classes, group discussions and other activities in which a person may participate.

Whatever the assessments and evaluations of a particular individual, it is absolutely necessary for the staff to help the person understand what these things indicate for him. He is given as thorough a knowledge as possible of his alternatives in the labor market, for example, which means knowing the types of jobs available, special requirements of the jobs, expected wages, etc., so that he may realistically compare "where he is" to "where he wants to go" and make his decisions consistent within that framework.

Besides assessment and evaluation, another (and closely related) objective of an orientation program is work adjustment. The possibility that problems may manifest themselves after a person has already been placed on a job could be greatly reduced if the proper attention is given to them at an early stage in the program. Employers have been more willing to hire disadvantaged applicants if they know that the applicants are prepared to accept such work-a-day realities as: tardiness and absenteeism are not consistent with holding a job, some matters of conduct must be consistent with given job requirements, etc.

Lovell

Also, there are problems that may exist very early in the program which are so very basic that if not discovered and attended to may seriously impair the person's ability to even remain in the program, much less remain on the job. Examples of these types of needs are inadequate day care, serious medical needs and pressing legal problems. These concerns fall into the general area commonly known as supportive services and are now considered an integral, rather than peripheral, part of employability development. It is incumbent upon program staff to see to the best of their ability that these needs are met, either with the program's own resources or through another agency, so that a person may continue his unhampered involvement with the program.

Classes and discussions in work adjustment may cover a wide range of topics, all related in varying degrees to the individual's chances for success on the job. Some of those most frequently covered in manpower orientation programs are:

1. Job interviews - what to expect, how to ask and answer certain kinds of questions, how to fill out applications, what to wear, etc.
2. Individual expectations of the employer - prompt and accurate payment of wages, personnel fringe benefits, adherence to safety regulations, adequate supervision, etc.
3. What the employer expects of the worker - promptness, a full day's work for a full day's pay, regular attendance, etc.
4. Transportation knowledge - how to use a transportation system, the confidence to get around, the costs involved, etc.
5. Personal hygiene and grooming - how to dress appropriate to the occasion, health habits, proper diet, etc.
6. Personal and family budgeting - how to make and live with budgets, set priorities, how to shop comparatively, etc.
7. Other money management - the use and abuses of credit, how to avoid situations that may lead to garnishment, how to calculate legitimate deductions from wages, etc.

The structure and methods of communication used in assessment and work adjustment activities in orientation programs naturally vary according to the needs and desires of each locale. It is generally felt that lecturing, or "talking at," should be kept to a minimum. Discussion periods are used often to present material. Besides encouraging involvement of group members, these sessions help evaluate where one is going and how much is getting across. Field trips may provide firsthand experience and information that cannot be gained in a classroom. Aids such as films, tapes and poetry are being used very creatively in many programs.

Lovell

Group counseling techniques are proving useful in manpower programs. The more subtle and sometimes unexpressed problems and fears that the enrollees are experiencing often can more easily be detected, brought to the surface and confronted in a group setting. Group techniques of all kinds provide the types of self-exploration and evaluation which complement a one-to-one counseling relationship. Group counseling provides an opportunity for freedom of expression and a forum for valuable feedback from peer group members. Techniques such as role-playing in a group session may dramatically illustrate and bring to the surface problems dealing with self-image.

The impression should not be left that evaluation, assessment and work adjustment activities can, need or should only be performed in the context of a regular formalized orientation program. Indeed, many work adjustment and assessment services are continuously available and are provided at any appropriate point during an enrollee's involvement with the program.

Actually, assessments and evaluations are made from the point of entrance into a program. Where the team concept is operating, the team members come together at regular intervals to review, modify, assess and reassess the information at hand, and to relate the insights gained to the enrollee's individual employability plan. Evaluative reports, both written and verbal, on a person's progress while he is in a particular program phase or component (orientation, basic education, training, etc.) are periodically sought. Individual team members ensure continuity of service by maintaining personal contacts continuously throughout the program. In this way, any early signs of difficulty which may arise and threaten to adversely affect the person's employability development (family troubles, problems with training courses, interpersonal difficulties, etc., - are discovered.

At this point, it may be appropriate to give specific mention to the coach - a relatively new figure in federal manpower programs, yet whose ever-increasing presence is strongly felt. Coaches are most often paraprofessionals, indigenous to the population being served. The coach, because he knows the community and its people, helps bridge the communication gaps that so often exist between middle-class professionals and those they attempt to assist. The coach is the team (or staff) member who usually gets to know the individual best on a personal, informal basis and may serve as the enrollee's advocate to the team and the team's representative to the enrollee. The coach can make invaluable assessments and evaluations and express those insights that may be obscured from the other team or staff members. The coach also follows up on the enrollee's activities, providing close personal support at every point in employability development.

There are some manpower programs (known as work experience programs) whose primary purpose is to provide work experience rather than just a job or specific job training. One of these is the Neighborhood Youth Corps program (NYC), authorized by Title I of the Economic Opportunity Act of 1964. NYC is designed to provide genuine work experience to disadvantaged youth in a supervised work setting so that they will begin to acquire work habits and attitudes that will enable them to obtain and hold jobs in the competitive job market.

Lovell

The NYC In-School and Summer programs are also intended to enable the participating youth to continue their schooling by providing financial assistance in the form of wages received from a summer or part-time job during the school year. High school drop-outs enrolled in the NYC Out-of-School program are encouraged to resume their education on either a full- or part-time basis. Although the initial goal of NYC was primarily to provide work experience alone, this emphasis is gradually being shifted to encompass a full combination of effective manpower and supportive services, including skill training and remedial education.

Operation Mainstream is similar to NYC in that it provides work experience to prepare its enrollees for competitive employment. However, Operation Mainstream serves disadvantaged adults, many of whom are 55 years or older and who reside mainly in small communities and rural areas. Most of these people have a history of chronic unemployment and many were on welfare rolls immediately before enrollment in the program. Supplements to actual work experience may include skill training, basic education and counseling. More than a third of the enrollees have found regular jobs as a result of the skills gained while working in the program. In addition, there is clear indication that business and community leaders are altering their hiring requirements to provide jobs for Mainstream enrollees.

Thus far we have dealt with work adjustment efforts made before a person is actually placed in his employment goal. It is obvious that there is certainly much work adjustment to be done after a person is placed on a job. Yet, this is one factor that manpower programs have too often overlooked in the past. Placement in a job was frequently considered the final responsibility of a program, the end goal. But, rather than being the last step for the enrollee, it has often been just the beginning. For many, the transition to a work situation is indeed one of the most traumatic and critical points in the entire program.

Manpower programs are now realizing that a wide range of support services must be maintained as long as necessary and/or possible to ease this transition, and provided to all those whose success on the job would be endangered without continued support. This sort of activity (known as job follow-up or follow-through) consists of such things as:

1. Making sure the job is what it's supposed to be
2. Helping the enrollee and employer adjust to each other
3. Making sure that the enrollee's supportive needs are being met (adequate day care, for instance)
4. Assisting enrollees whose jobs don't work out to find new jobs or get more training.

In the past, any follow-up that was done after job placement was carried out on an unsystematic, random basis. It was often considered a "luxury" service - "nice to do if you have the time." Now it is considered to be a crucial part of an enrollee's entire employability development process, and it is the specific responsibility of the team to provide this service to the enrollees on its caseload.

Lovell

That these types of supportive activities are also provided to the employer is reflective of the attitude that work adjustment is a two-way endeavor in which the employer plays an important role. The employer is informed that the team (or other staff members) is ready to provide on-site assistance in resolving problems that may arise on the job which are threatening the adjustment of the enrollee to the employer and the employer (or his workers) to the enrollee.

Sometimes the employer agrees to provide his own supportive and work adjustment services after hiring an individual. Such is the case with the Job Opportunities in the Business Sector program (JOBS), which is being carried out with the participation of the National Alliance of Businessmen via fixed unit cost contracts between individual employers and the Department of Labor requiring the "hire-train-retrain" concept. That is, the employer first hires the individual and then provides, on a reimbursable basis, all those training and supportive services necessary to facilitate the person's adjustment to the job situation and to assist him in gaining permanent employment status. A full range of supportive and remedial services are funded through the contracts, including counseling, testing, basic education, employment orientation and coaching in conjunction with the on-the-job training. Any extraordinary training and/or rehabilitation costs needed to train the disadvantaged worker to be fully productive may be funded.

The JOBS program is only one of the many innovative approaches to "the problem" which must be undertaken. Experience has by now hopefully taught us that no one agency or program can adequately deal with all of the serious needs of our society. Not only must we in different agencies dedicate ourselves to real cooperation of effort with each other, but we must welcome, encourage and assist all those segments of society that are able to make significant contributions.

SOCIAL WELFARE PROGRAMS AND VOCATIONAL EVALUATION  
AND WORK ADJUSTMENT SERVICES

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SOCIAL WELFARE PROGRAMS AND VOCATIONAL EVALUATION  
AND WORK ADJUSTMENT SERVICES

by

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It is a great pleasure to visit again with many friends and colleagues in a program that brings together officials of government programs in social welfare and rehabilitation, manpower, university, voluntary agency and facility personnel. It is no secret to you that social welfare, vocational rehabilitation and manpower program objectives have much in common. Fundamentally they are identical in purpose, for the end result we seek is the well-being of people. We work toward that goal in somewhat differing ways, but basically what we are all trying to do is remove the causes of suffering and want, to provide the means through which people can help themselves.

When the new Community Services Administration was established in September 1969, it brought together, in one unit of SRS, children's services (AFDC families and child welfare services) and social services to the aged, blind and disabled. The Community Services Administration is utilizing a cooperative approach with other programs and agencies in developing plans and services needed by dependent families and individuals who have the potential for self-support. There is an urgent need now to bring greater numbers of people receiving assistance into the self-support programs and to strengthen the supporting services and the income maintenance program to assist them in moving to self-support.

One of the most significant AFDC provisions of the 1967 Social Security Amendments was a requirement for a plan and program for service for each appropriate relative, including other adults in the home as well as older out-of-school children, with the objective of assuring to the maximum extent the achievement of employment and self-sufficiency. Each individual service program must include a specific, action-oriented series of activities to carry out this objective.

I. Identification of Target Groups

To discharge its responsibility for making available services for self-support for AFDC recipients, the public social welfare agency should identify the target groups to be served, the specific nature of their problems and the services needed to overcome such problems. This information provides the basis for development and provision of agency services and the development and use of community resources.

Target groups: Services for self-support of AFDC recipients focus on two broad target groups:

Hunt

A. Adults and adolescents who are able to move into immediate work training or continued formal education and employment. This group includes:

1. Adults whose age, health conditions, home responsibilities and social acceptability to the labor market support readiness for training and employment; those with employment skills but who require assistance in job finding and placement for a variety of reasons, including economic dislocation, temporary absence from the labor market because of health or other reasons, seasonal and migratory labor conditions, etc.; and those requiring upgrading of skills. This category includes unemployed fathers and those mothers who have sufficient skills and related capacities to move into an immediate training program or employment and whose family responsibilities do not constitute major obstacles.
2. Youth - those who have capacities or skills and personal acceptability to the labor market to enable them to move into immediate work training, continued formal education or employment. This includes high school dropouts, young persons discharged from the military service and youth who have graduated from high school and who need vocational training or who have capacities for higher education.

B. Adults and adolescents whose age, health conditions, home conditions or social acceptability to the labor market precludes immediate training and employment. A wide range of services are necessary for this group in order to (1) assess real potentials for self-support, (2) determine feasible timing for training and employment, and for (3) the initiation of realistic training and employment plans.

This group includes:

1. Those mothers who because of the children's ages, health or other special problems, illness or incapacity of husband or other family member, etc., are required to remain at home, and for whom self-support is a longer-range objective. For these mothers, prevocational services may be provided as part of a long-term plan to assist the mother, as appropriate, to prepare for training and employment. Also included may be mothers who appear to be intellectually limited or who have never been employed and are fearful and inexperienced in the world of work.
2. Disabled, incapacitated or retarded fathers who because of disability or incapacity have suffered a decrease in or loss of skills, or who have never had a successful work experience; and fathers in correctional, hospital and other institutions who have no marketable skills. Certain members of this group may require sheltered work experience to evaluate their potential for training and employment.

3. Deserting, separated or unwed fathers with borderline employment status largely due to lack of education and work skills. The loss or absence of the father through desertion, separation or inability to enter into marriage often brings remaining family members and individuals to a dependency state that threatens family and individual stability, and generates a variety of serious child and youth problems. Productive, stable and satisfying employment for such fathers can form the basis for reconciliation, support or marriage and increased family solidarity.
4. Adults and youth with individual limitations, such as:
  - a. Little or no education
  - b. Physical or mental disabilities
  - c. Lack of past experience or little opportunity to develop effective work behavior
  - d. Lack of contacts with the social mainstream which has resulted in ignorance and fear about initiating and developing new contacts and relationships in the community
  - e. Personality problems that prevent acceptable adaptations to training and employment.

## II. Employment Potentials of Welfare Recipients

Our most recent statistics on the types of people on welfare have significance.

The majority of recipients of the adult assistance programs are unemployable - the recipients of old-age assistance, aid to the blind and aid to the permanently and totally disabled. Their age and health characteristics indicate that employment potentials in these groups are not too promising.

On the other hand, there is a large employment potential among recipients of aid to families with dependent children. There are some 60,000 unemployed fathers in this category, all of whom could presumably accept jobs. Of the 5,000,000 children receiving assistance approximately 475,000 are aged 16 and over; as those children leave school, most of them become employable. Finally, the largest group of recipients with employment potential are the nearly 1,500,000 AFDC mothers. Estimates of the number of mothers who can become employable range from 200,000 to 700,000 or even higher, depending upon the assumptions made as to the mothers' training potential, the kinds of jobs which can be made available, arrangements which can be made for the care of the children, etc. The survey we conducted earlier this year indicated the following about the AFDC mothers:

# Hunt

- 219,000 were already working, either full- or part-time, but needed AFDC supplementation.
- 113,000 were either enrolled in a work or training program or awaiting enrollment.
- 228,000 were physically or mentally incapacitated for employment.
- 114,000 had no marketable skills in relation to the kinds of employment available.
- 577,000 were needed in the home full time as homemaker.
- 86,000 others were actively seeking work.
- 167,000 others were not in any of the groups I mentioned and were not actively seeking work.

The employability potential in the AFDC population is also illustrated in the high turnover rate in the program. The average case has only received assistance for less than two years. Several hundred thousand cases leave the program each year, including a large proportion who go off because of the employment or increased earnings of someone in the family.

At this point, it might be well to provide a few examples of assisting AFDC persons to prepare for, obtain and hold gainful jobs.

Problem	Service	Number of AFDC Families Receiving Service, 1969	Percent of AFDC Caseload
Lack of knowledge or motivation for employment	Counseling, guidance and diagnostic services	829,900	51%
Need to find work or have training for work	Referral for employment or work training	430,400	26
Illiteracy or other educational need	Adult basic education or high school equivalency	161,400	10
Need to overcome disability or health barrier to employment	Vocational rehabilitation services	166,300	10

### III. Role and Responsibility of the Public Welfare Agency in the Provision of Services for Self-Support

The multi-problems and multi-service needs of the members of the target groups and their multi-difficulties in securing coordinated delivery of essential services substantiate the need for intensive social rehabilitation services under the auspices of the public welfare agency. Because of its knowledge of the characteristics and needs of the group to be served as well as its experience in administering basic income maintenance, community planning and social services, the public welfare agency is in the most strategic position to bring to bear the full range of services required for self-support. At the same time, it can afford the continuity of relationship which is basic to the client's need to identify and a feeling of belonging and hope. Caseworkers, group workers, auxiliary staff and volunteers all play an important part in this process. Their services are likely to be most effective when they are easily accessible such as through a neighborhood service center.

The wide range of services required involves a variety of combinations usually provided by several professions and agencies such as social, health, educational, employment services and vocational rehabilitation programs. The public welfare agency carries responsibility for providing leadership in community planning for the necessary development and strengthening of these related programs. This involves taking the initiative in establishing close working relationships which are basic to the effective use of existing community resources, e.g., vocational rehabilitation, employment services, vocational and general education, health and child care programs. Interagency agreements should spell out the respective responsibilities of the various programs to facilitate planning for, and provision of, services. The local Employment Service office, for example, is looked to as the source of information regarding local labor market needs and types of training required plus services available in the way of evaluation, counseling, training, job placement and development. The vocational rehabilitation agency, for example, is looked to as a resource for the severely disadvantaged with physical or mental conditions for vocational evaluation and work adjustment services. Similarly, working agreements should be entered into with departments of education, health agencies, courts, etc. Community-wide efforts involving industry, churches and various other organizations should be mobilized to develop resources such as adequate day care services, training programs, etc., designed not just solely for public assistance recipients but for all those members of the community who are in need of them. Maximum use of other community resources is made in securing services by referral to, and arrangements with, the appropriate agencies. When such services are not otherwise available, they may be purchased by the public welfare agency or provided directly by its own staff depending upon which is more economical and effective at a particular point in time.

Hunt

#### IV. Individual Employability Planning

The use of the individual employability plan by public welfare agencies administering work experience and training projects under Title V of the Economic Opportunity Act demonstrated the value of this approach. I would like to discuss the highlights of our experience with I.E.P. in the Title V program.

Evaluation of the employment potential of each adult and youth in the target groups I identified earlier was the first step under the plan to move individuals toward self-support. The evaluation included such information as the grade level attained in school, previous work history and skills, use of tools, test results, physical and mental health, personal characteristics and identification of individual and family problems that might hinder training or employment including assessment of the feasibility of a mother's employment. The case record in the public welfare agency already contained much of this information, especially in the social study which is prepared on each AFDC family identified as requiring specified services such as those for self-support. Additional diagnostic services were obtained from other programs, notably vocational rehabilitation and employment service.

Based on the overall assessment, a specific vocational goal was established as soon as it was feasible to do so. With maximum participation of the recipient, services were outlined on a differential basis determined necessary for the achievement of the goal for the particular individual and a course of action planned with specifics in terms of content of training activities, schedule and duration. Such long-range individualized training plans made provision for a person to move, for instance, from a basic literacy course or minimal work experience assignment into a higher skill program. Progression took place within a single program or between programs. Planned progression enabled a public assistance client to move toward stable employment which assured an income above the poverty level. To stop with training which enables one to move only to a marginal employment situation removed individuals from the assistance rolls temporarily but did not achieve self-support on a continuing basis.

The public welfare worker monitored the individual employability plan and in many Title V projects saw that it was reviewed periodically by a team composed of the employment counselor and representatives of other disciplines as appropriate, e.g., medical consultant, vocational rehabilitation counselor, adult education instructor, psychologist, etc. Periodic review of the plan, at regular intervals of at least every 60 days, assured that the planning for employment and provision of services were closely related to the individual's changing needs, interests and capacities. It was found important to identify special problems or abilities early so that appropriate adjustments could be made in the training program. When work-training and educational programs were appropriately tailored to fit each individual situation

Hunt

with provision for modification as indicated, it fostered maximum participation on a voluntary basis.

Later, the WIN program legislation included provision for "individual employability planning" by manpower agencies.

V. Guiding Principles in Program and Individual Planning

The goal of self-support is best achieved when it is directed to:

- A. Planning with the individual for training and employment within the broad context of strengthening individual and family functioning. In respect to employment of mothers, there is a corollary and more impelling goal that children have the maternal nurture and care essential to their physical and emotional health and development.
- B. Giving continued recognition to the basic importance of meeting needs for adequate food, shelter and clothing as a prerequisite to sustained and stable social and economic rehabilitation.
- C. Helping individuals to achieve stable employability status.
- D. Establishing the client in employment that is personally and economically rewarding.
- E. Continuing appropriate self-support services to persons who are not currently available or ready for training or employment so that preparation for training and employment can be initiated at the earliest feasible time.
- F. Utilising fully and appropriately resources and skills of related professions, e.g., physicians, vocational and employment counselors, teachers, and of related programs, e.g., vocational education, various job training and related services of the U.S. Department of Labor, and vocational rehabilitation.
- G. Encouraging maximum participation of the client in the design of an individualized plan for training and employment.
- H. Recognising the variability of individual capacities and abilities and the deficits imposed on personality characteristics, attitudes and values and self-confidence as a result of many years of deprivation and community isolation.
- I. Assisting and encouraging the expansion and development of community resources and services that are essential to more ready access to economic independence.

Hunt

- J. Considering in all individual planning the fundamental characteristic of human beings - a drive toward self-realization through learning, growth and experience.

In closing, I wish to emphasize that welfare clients in numerous localities need more and better evaluative services than they have received in the past. The problems of many welfare clients are complex. Little reliance can be placed on such predictors as age, sex, education and type of disability, for no one factor carries a commanding weight in explaining outcome. For this reason, comprehensive evaluations and services, tailored for each person, are needed to help these persons. If this is done, I believe we can achieve the SRS objective to improve self-support programs under present authority, and to prepare for efficient transition to the new work motivated income maintenance system by July 1971. Our SRS goal for fiscal year 1971 is to have in training 200,000 PA recipients through WIN and 115,000 disabled PA recipients through vocational rehabilitation. This goal will be accomplished if we all utilize our best ideas and skills cooperatively in planning, developing and implementing programs that are sensitive and meaningful to disadvantaged people.



HUMAN EVALUATION: THE NECESSARY INGREDIENT

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## HUMAN EVALUATION: THE NECESSARY INGREDIENT

by

Edward Newman, Ph.D.

As we organize to achieve program objectives, we try to develop and utilize the best possible management techniques. I submit to you that the acid test of our administrative effectiveness comes at the time when our programs interact with the lives of the human beings they were designed to serve.

It is axiomatic that before one sets forth on a course of action he should analyze the problem situation, obtain the facts, and develop his plan on the basis of his appraisal of these facts. This is especially important when we as representatives of government or voluntary groups are dealing with people, troubled people. While it would seem that I am laboring the obvious here, it has been my observation that too often in the past we have overlooked the obvious in planning programs to meet the needs of people with problems. As we discuss new approaches to the intricacies of social technology at this conference, let us keep one thing foremost in our minds: the human dignity of those individuals who come to us for help.

### BRIEF HISTORY OF VOCATIONAL EVALUATION

In the United States, as in the worldwide rehabilitation movement, it became an established concept that before one helps another person, he had better plan carefully what he intends to do. Thus, in rehabilitation we speak of the client centered approach with its individualized method of client participation. We extend the word "diagnosis" from medical aspects to the entire range of factors which influence a person's ability to function in society and in work. The counselor first gathers information, then evaluates the situation; he forms a plan and then implements it, ready to make adjustments. In common rehabilitation parlance, this "routine" individual evaluation is referred to as case study and diagnosis.

Much of the early development of formalized and structured evaluation procedure was done in the field of occupational therapy. From here, the development spread rapidly to rehabilitation centers and sheltered workshops. As the process became known outside of the OT departments, further pioneering work was done at the Institute for the Crippled and Disabled in New York City. The setting for evaluation included the training facilities in what was called the Guidance Test Class. Then the Institute reported on its Cerebral Palsy Work Classification and Evaluation Project, and later developed the well-known "TOWER System" - Testing, Orientation, and Work Evaluation in Rehabilitation.

Continuing this brief background treatment with omission of many details, we now go to 1936 and an HEW publication prepared by Henry Redkey and Barbara White entitled, "The Pre-Vocational Unit in a Rehabilitation Center." It delineated the purpose, staffing requirements, physical plant and equipment needs, and the procedures of an evaluation unit. The publication cited two

Newman

developments of historical significance to facilities in general and evaluation specifically: (1) the 1954 VR Amendments, which authorized assistance by states to rehabilitation facilities ("establishment"), and (2) the Medical Facilities Survey and Construction Act of 1954 (Hill-Burton). The latter authorized the construction of comprehensive rehabilitation facilities, with the specific stipulation that they include vocational evaluation services.

We may conclude this overview by noting two more landmark events: the 1965 Vocational Rehabilitation Amendments, which provided for the construction and improvement of facilities under Sections 12 and 13 of the Act; and the 1968 Vocational Rehabilitation Amendments, which (1) authorized grants for vocational evaluation and work adjustment services for disadvantaged individuals under Section 15, and (2) authorized the use of a portion of Basic Support (Section 2) funds for the construction of facilities.

As the evaluation process became more structured, rehabilitation practitioners found it a useful aid in working with selected cases, usually the severely disabled or so-called "difficult cases." In other words, when the counselor, within the constraints of the tools available to him, did not feel capable of making the judgments necessary for development of a rehabilitation plan, he would refer his client to a rehabilitation facility for comprehensive evaluation. Thus, such evaluation procedures in a facility were never contemplated for all the disabled, but only for those whose special problems necessitated them.

#### VARIETIES OF VOCATIONAL EVALUATION

It should be recognized that there are varied approaches to vocational evaluation. Usually there is some use of standardized tasks where quantity of performance is measured within a time period, following the psychometric model. These tasks may involve sorting nuts and bolts, stuffing envelopes, or making small assemblies. When the tasks are reasonably complete and comparable to an actual job or part of a job, they are called job samples, which may be true simulations of work stations in industry.

The process usually includes the use of selected psychometric tests, including intelligence tests, aptitude tests, and interest inventories and in some cases personality tests. Such tests are useful and should be available for use as the situation requires. The limitations of psychometric testing, on the other hand, were among the reasons why work evaluation procedures were born.

In vocational training settings, training tasks become work tasks, which are more reality oriented than the usual standard task created for evaluation purposes. The assessment of aptitude for a job is made on the basis of progress in learning rather than on a cross-sectional element of a job.

Another approach is to use real work. This may be in a sheltered workshop, in an institution such as a hospital, or with a private employer. Except as limited by the scope of available work, this has all the advantages of the training situation. Real work provides more opportunity to observe performance in groups and ability to get along with other workers.

Newman

Vocational evaluation has the objective of assessment and guidance. As could be inferred from the illustrative different approaches, there is almost always an aspect that could be described by such terms as work conditioning therapy, pre-employment readiness services, job attitude development, etc. These elements tend to describe what is called work adjustment services. Only in specific instances can these be clearly distinguished, in practice, from vocational evaluation.

We have, for example, facilities known as "curative workshops." By this or any other name, these are occupational therapy type operations in an environment more like a workshop than an OT department. The main purpose is to develop work tolerance, and the supervision is mainly medical. But even here, evaluation is present. Another example of operations which are oriented to work adjustment as against work evaluation are the "milieu therapy" situations. Usually applied to psychiatric clientele, these are programs in workshops and other facilities where the supervision, for example, is directed according to therapeutic needs. A foreman may support one client and put pressure on another, or apply such positive or negative reinforcement to the same individual at different times. Incidentally, "the group effect" and often planned group processes or group therapy are present in many of the existing operations.

Vocational evaluation and work adjustment services have been integral parts of rehabilitation centers, workshops and, in at least one instance, a public adult vocational school. The latest development is the free-standing evaluation center as illustrated by the Atlanta Employment Evaluation and Service Center and the Vocational Evaluation Center of Washington, D.C., both operated by the public vocational rehabilitation agencies.

The above illustrative approaches are not exhaustive. They are not applied discretely in this or that setting, but in combinations. The range in comprehensiveness, clientele specialty, organizational settings and physical plant vary widely across the country. The common thread in evaluation as practiced in rehabilitation is made up of the elements of a client-centered approach, a multifaceted assessment of human factors (not just work factors), an interdisciplinary procedure, work adjustment and a service planning aspect. Standardized and normative measures may be present, but the "clinical art" is always present.

#### VOCATIONAL EVALUATION AND THE DISADVANTAGED

As previously mentioned, comprehensive evaluation has been applied to selected clients. In the more recent years, the overall rehabilitation effort has turned more and more toward the poverty groups. The Atlanta Center, for example, has a clientele entirely made up of disadvantaged. (It was originally funded by CBO.) The District of Columbia facility also serves disadvantaged individuals. With the advent of the "War on Poverty" and the redirection of federal programs toward serving the disadvantaged, rehabilitation has been called upon to join in the effort, together with other public and private resources. In nearly every instance, the rehabilitation assignment has emphasized evaluation.

Newman

Rehabilitation drew the attention and study of others, and its methods were emulated. One observer who chronicled the strengths and weakness of rehabilitation from the viewpoint of manpower policy saw evaluation among the stronger lessons and contributions from rehabilitation. In a report of an analysis entitled, "Vocational Rehabilitation and Federal Manpower Policy" by Garth L. Mangum and Lowell M. Glenn, it was observed that the public program has numerous cooperative arrangements with schools, institutions, welfare agencies, voluntary service giving organizations and prisons. It was further observed that the key element in these joint activities was the provision of evaluation services. "Indeed," it was said, "some observers suggest that if a coordinated manpower program were ever established VR could make a unique contribution to this (evaluation) area."

#### FAMILY ASSISTANCE PROGRAM

Down the pike we have a consideration of great significance financially and in regard to programming. The proposed Family Assistance Plan (FAP) legislation will add new responsibilities to the vocational rehabilitation program. All incapacitated FAP recipients must be referred to VR in order to be excused from the requirement that they register for work with the Employment Service. We could foresee, also, that the Employment Service will be referring other identified disabled people who come to them initially to VR. We shall need to work together in carrying out cooperative employability programs for all FAP recipients. Vocational rehabilitation also has the responsibility of evaluating people to determine and certify incapacitation including periodic reevaluations.

Under present assumptions this could entail doing an estimated half-million or so evaluations and another half-million recertifications. Maintaining our effort with public assistance recipients we could expect another 80,000 who could be eligible for service under our traditional criteria. Problems of funding are not yet resolved but the RSA position would have the evaluation-certification process similar to the disability determination process in the Social Security Program or 100 percent federal funding. Since manpower and supportive services under FAP are at 90-10 matching, we are seeking 90-10 for VR services to this population. If our way prevails, there will be expanded service without need for new state money in this area because of the formal change.

#### SECTION 15

The 1968 Amendments to the VR Act authorized the state rehabilitation agencies to carry out a program of vocational evaluation and work adjustment services for disadvantaged people regardless of whether they were physically or mentally disabled. Grants were to be allocated to the states on a 90 percent federal matching basis, according to a formula based on population. For FY 1969 \$50 million was authorized; \$75 million for FY 1970; and \$100 million for FY 1971. The legislation placed specific stress on outreach, referral and advocacy services.

Newman

In early consideration of administrative policy, RSA enlisted the assistance of the Department of Labor, since this was to be a community service made available to other agencies, and referral to and from such agencies would be crucial to the program's success. Mr. James Walker of the California VR agency described the services by analogy to the diagnostic auto clinic. Such a clinic does not compete with other automobile repair shops (It does not do actual repair work.), but provides a special diagnostic service to any or all of them. It was planned to give first priority to serving the clients of manpower and welfare agencies, specifically in connection with Concentrated Employment Programs and WIN. The "outreach" function was seen as the responsibility of other agencies in many instances, in order to avoid duplication. Our programming was also to be tied in to CAMPS.

Initial considerations of the capacity of facilities to serve the disadvantaged are relevant. If the assumption were made, for example, that the average cost per client would be \$1,000 and there were \$50 million available (after administrative costs), some 50,000 clients would be covered. Crude estimates from facility space and utilization data indicated that the client loads could be increased by only 9,000 to 18,000. Thus, with full funding, resources other than existing facilities would have to be used. We talked about expansion, about second shifts, and use of new environments to conduct evaluation activities.

An interesting aspect of the program is that the state VR agency was named to administer it and, at the same time, be one of the users of the program. The legislation provided that it was to be distinct administratively and financially from the regular VR program. VR was to be among the cooperating agencies which referred clients and received eligible disabled referrals after evaluation. The program, then, would have a significant role in casefinding and, in effect, would focus resources on serving the disabled disadvantaged in the basic or "Section 2" program - an objective which remains a top priority in the state-federal vocational rehabilitation program.

The 1968 Amendments were enacted in July. It was November before the FY 1969 appropriations were made. The Section 15 budget request had been "in and out" several times, but was not included in the final appropriation. SRS attempts to begin the program on a pilot basis though a supplemental appropriation did not materialize. Meanwhile, regulations were approved by the Secretary, conferences were held, and proceedings were published containing models for program operation. States began planning for implementation, and in California legislation was passed specifically authorizing funds for the program.

Whenever Section 15 was mentioned during the FY 70 budget-making process, it was clear that a project rather than formula grant method of funding was favored, although the legislation provided for a formula grant program. Ultimately, no funds were budgeted for Section 15. The Act does not specify an authorization beyond FY 1971, but provides that "only such sums may be appropriated as the Congress may hereafter authorize by law." We are, however, seeking an extension of this authority with an established annual authorization.

Newman

#### PILOT PROJECTS IN EVALUATION

In the President's budget for FY 1971, we find \$3 million earmarked for "Section 15-type" projects under the Research-Demonstration item. The R & D authority is, then, the primary basis for consideration of the immediate contribution vocational rehabilitation may make in assisting the disadvantaged through work evaluation and adjustment services. Essentially, Section 15 is aimed directly at bringing a defined part of the vocational rehabilitation program into the manpower and welfare fields. It is therefore necessary to have a clear understanding as well as support and cooperation among all concerned agencies. We should also discuss our subject with proper recognition of the implications of the proposed manpower legislation and the proposed revision of the welfare system. We must also be cognizant of the implications arising from the reorganization within the Social and Rehabilitation Service which formed the Community Services Administration, and of the pending legislation for family services. In each of these, there are implications for utilization of the rehabilitation mechanism for the delivery of evaluation services through interagency arrangements.

#### THE FUTURE OF SECTION 15-TYPE ACTIVITY

How can the rehabilitation evaluation process fit into the comprehensive human services system? Those of us from the public and voluntary rehabilitation agencies would say that we have a significant role in evaluating the needs of the disabled-disadvantaged in this country; yet, aware as we are of the limitations on finances and other resources, we know that we need help. A definition of roles is required, and a plan for cooperative programming. While not all the disadvantaged will have a comprehensive evaluation, they are, by definition, people who should have a much more intensive evaluation than they have received in the past.

One possible point of departure is to agree on the principle that whoever would try to help these people should do so with a strong initial element of individualized fact-finding and analysis of the personal situations. Following this, we would suggest emulation of the rehabilitation model. Among other things, this implies the participation of rehabilitation practitioners, or rehabilitation units, in the various manpower and other human service operations and projects.

We may also consider establishing the premise that other agencies routinely utilize the medical component of the public VR resource, and that all disabled persons on the applicant list or rolls of other agencies be brought to the attention of vocational rehabilitation personnel. This does not necessarily mean taking disabled people out of these other programs; rather, it means close cooperation among individuals and programs that are being utilized to help these people. In fact, the participation of disabled persons in manpower and other programs needs to be increased.

Newman

The Manpower Administration programs, for example, currently conduct some kind of evaluation of their clientele. Based upon work done by Jewish Vocational Service of Philadelphia, an organization (workshop) of the rehabilitation family, the job sample technique of evaluation is also being used. In some projects, but not all, there is medical screening. In some instances, at least in the past, medical services have been provided through contract, for example, with public health agencies. In a more widespread practice, medical services of a minor nature are being provided and paid for through state VR agencies. (However, these do not include screening examinations for all enrollees.) Rehabilitation personnel are stationed on location in several CEP's and other operations. What we need to explore are methods whereby these related efforts better complement each other.

We should decide if the following basic assumption can be agreed upon and used as a ground rule: In the whole manpower and human-social service field, the resources of VR in the area of evaluation are needed - in addition to any related efforts that are mounted by the manpower and other agencies. From this groundwork, the problem becomes one of how to organize and interact, and to delineate target groups. One direct and immediate application is in the pilot programs proposed in the FY 1971 budget under vocational rehabilitation Research and Demonstration. I would like to see interagency projects of substantial funding and scope so as to make a good demonstration and a good working laboratory for future development. In considering target groups, one can visualize that the pilot program under R & D may consist of projects where, in limited geographical areas, cooperating agencies would refer all or nearly all of their applicants for evaluation. With varying degrees of prescreening, this was more or less what was seen in the interpretation of the legislation under Section 15.

An alternative would be to establish a more structured selection system with succeeding step criteria. In this situation the local mix of cooperating agencies would each conduct varying degrees of evaluation for different enrollees. The VR operation, for example, could handle those with apparent disabilities and the more complicated cases, along with those who are having problems in the process or who are dropouts.

In view of the estimated high prevalence of disability among enrollees in manpower programs, and also recognizing that there are many severely disabled in any target area who never gain access to such programs, you may wish to discuss the limiting of VR evaluation services to the disabled. With this handicapped population, the specific authority in Section 15 is not necessary. However, other aspects of the legislation are pertinent as guidelines. Whether financed through a formula distribution or on a project basis, there is definitely a need for funds. The current and future commitments under Section 2 will not begin to allow an implementation that will show an impact. Incentive or earmarked financing is the only reasonable way to mount these programs in the ghettos and other deprived areas on an order of magnitude consistent with the nation's need.



Newman

Another method of financing is joint funding with several agencies contributing to the operating budget. Based on actual experience, appropriate contributions could be set according to the client mix. An alternative would be to develop agreements regarding referral criteria and then pay a per-client fee for the evaluation services. These types of financial support could be supplemented by state-federal VR funds for evaluation, and it is not beyond the realm of possibility for such support to come from the Section 2 VR monies (as long as expenditures from this source can be identified as serving the disabled portion of the clientele). As previously pointed out, however, the Section 2 money is limited. Some 45 states already receive their maximum allotment of federal VR funds, which rules out the use of other sources of "state share" to obtain federal money. Joint funding, then, is applicable for consideration but is not a practical solution to operations under Section 2 unless additional and earmarked funds are appropriated, and such Section 2 funds are accounted for as being applied solely to disabled individuals.

While the focus of our attention is on evaluation programs to serve disadvantaged people without regard to a VR eligibility-related disability, it is apparent that VR is contributing significantly to manpower programs, within the confines of currently funded operations. As we extend our observations and planning past this conference, all these ongoing situations should be taken into account. That is, our subject of study will not be unduly restricted to the R & D projects, which should be viewed as a "mini application" of Section 15 on a pilot basis.

NRA VIEWS VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES

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## NRA VIEWS VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES

by

E. B. Whitten

The interest of the National Rehabilitation Association in vocational evaluation and work adjustment, I think, is well known to everyone. It has been one of the organizations over the years that has promoted the rehabilitation center and the workshop, now we say rehabilitation facility, as being an absolute essential in carrying on any well rounded rehabilitation program. I came to this conviction nearly 20 years ago; I have never deviated from it. I think it is truer today than it ever was, and, of course, out of the rehabilitation facility movement have grown the vocational evaluation and work adjustment programs as we know them today.

One can argue a lot about where it all started, and when historians start out, lots of times they don't go back far enough. For instance, NRA has had publications continuously since 1932 without missing an issue. Going back into the early and mid-thirties you'll find the very same concepts we're talking about here discussed under the title of work therapy. We refined these ideas, but the idea of the work environment as a place and a situation in which a handicapped person could find himself, understand himself better and develop his potential for whatever it was he wanted to do with his life has been with us a long time. And, by the way, I suppose that having said that, I might just let that be the definition of vocational evaluation and work adjustment for what I am talking about here, except that I want to get into Section 15 of the Vocational Rehabilitation Act more, because I don't think many people really understand what it is. I have never heard anybody really give a complete description of what it is and how it would have operated or would operate if it ever got funded.

In the first place, Section 15 is not a vocational evaluation and work adjustment title. It is an evaluation and work adjustment title. In other words, vocational evaluation is a part of what could be carried on under this title, and when we describe and define evaluation (and I'm speaking with some confidence here because this bill was drafted in our office), it was NRA's explanation on which the interpretations were based. NRA mobilized support for it. Olive Banister was one of the people testifying, Nathan Nolan another and quite a number of others. Whether that is to our credit or not, I don't know. Nothing has come out of it yet but a lot of talk. But, you know, I think that maybe the talk is beginning to do some good.

There are really three levels of evaluation and adjustment that are discussed in this title. Since this is to be a separate identifiable program and not part of some other program, one has to draft the legislation in such a way that one can do any thing that needs to be done in connection with carrying

Whitten

out the purposes of the Act. I am sure no one would want, if he were setting up a vocational evaluation and work adjustment program, to think in terms of one agency doing part of the job, another agency some other part, etc., before he could take the individual for "vocational evaluation and work adjustment." Therefore, we have three levels in the law.

The first level is a preliminary diagnostic study to determine that the individual is in fact disadvantaged, has an employment handicap and that he needs a service. This first level is really a screening process. And every facility that attempts to carry on a program of this kind ought to have a carefully defined screening process. (I think oftentimes we are very, very sloppy about this preliminary screening.)

The second part of this evaluation and work adjustment service is a thorough diagnostic study consisting of a comprehensive evaluation of pertinent medical, psychological, vocational, educational, cultural, social and environmental factors of employment. This is the kind of evaluation that a good rehabilitation agency, public or voluntary, would carry out as a basis for developing any rehabilitation plan for an individual, whether or not definable, identifiable vocational evaluation and work adjustment services are being rendered.

The third level, and this is where our work evaluation services come in, is services to appraise the individual's patterns of work behavior and ability to acquire occupational skills and to develop the work attitudes, work habits, work tolerance and social and behavioral patterns suitable for successful job performance including the utilization of work, simulated or real, to assess and develop the individual's capacities to perform adequately in a work environment.

I am sure that if the 65 people here were to write their definition of evaluation and work adjustment, each one might do it differently, but the concept in Section 15 is quite clear. There are other features of the legislation: first, the screening evaluation; second, the comprehensive general evaluation; third, the vocational evaluation and work adjustment; and fourth, any other goods or services that may be needed by this individual in the process of receiving these other three services. This means one could pay for a client's room and board if he did not have a place to live while providing him this service. Or one could do any one of a multitude of things if this were conducive to making the program a success.

Also included under Section 15 are outreach, referral, advocacy and the administration of these services. Again, the reason one has to do that is that if an evaluation and work adjustment program is going to have to stand alone, administration has to become a part of the service to be paid for. I am not sure that we need special legislation for such things as outreach, referral and advocacy. Yet, we do perform these functions so sketchily, that I had a feeling we needed to spell out these concepts so regulations can be developed to emphasize the importance of these services. By the way, I thought that Section 15 was very clear until we started drafting the regulations. (I was just extended the courtesy of sitting in on the discussions with the staff.) Then we found there were some problems we had not anticipated.

Whitten

Now, if what I have described is what we mean in Section 15 about evaluation and adjustment services, here is what we mean when we talk about the individual who is eligible for the services. This is the second important element of any piece of legislation. The first concerns what services can be paid for, and second, who will receive the services. Now, about who we are going to help, I want to say that I think some of the most frustrating language is being used in connection with all these programs nowadays. I do not see how anybody could have done worse if he had studiously applied himself to try to make the biggest mess he could out of the words used. When they talk about disadvantaged people on the one hand and handicapped people on another, as if the handicapped are not disadvantaged and the disadvantaged are not handicapped, and we even use such peculiar terms as the disadvantaged handicapped and the handicapped disadvantaged; one wonders if there is any better way to get people all balled up in that. I am serious about this. If this conference could address itself to some questions of this kind about which something might be done, we might make some steps forward that we could use as a basis for a great deal of advance in the future. When Section 15 was drafted we had to decide whether we would talk about people who are handicapped: (a) by physical disability, (b) by mental disability, or (c) by social-economic deprivation; or whether we would talk about the disadvantaged people who are disadvantaged as a result of: (a) physical disability, (b) mental disability, (c) economic deprivation, and so forth. We chose to use the term "disadvantaged individual" in the broadest sense, assuming that all of these people are disadvantaged and that there were a number of different classes of disadvantaged people, of which one is the handicapped person as defined in the Vocational Rehabilitation Act and another is individuals disadvantaged by reason of their youth or advanced age, low educational attainment, ethnic or cultural factors, prison or delinquency records, or other conditions which constitute a barrier to employment. In other words, we said all of these people are disadvantaged, but they are disadvantaged for different reasons or for a combination of these reasons. These, then, are the services that can be provided under Section 15, and these are the people that the services are supposed to help.

Nowhere in law has there been spelled out a model for evaluation and work adjustment services as clearly as in Section 15. There may be some other legislation in which two or three lines appear that refer to the fact that one is supposed to do something of this sort and leave it up to the administration to draft the regulations, but this is a model that appears in law. I think it is clear in its concept, and if it were financed, I think it would probably do more than anything we have discussed to bring order into what is undoubtedly a very chaotic condition with respect to the provision of manpower services to the population in this country that needs such services.

The bill was drafted as a grant-in-aid program with formula grants to the states, mainly because we do not like project programs. We make no secrets about it. Everybody in RSA and others that we worked with know that. We think projects should be for the purpose of demonstration and experimentation, and we believe in that strongly. But we believe whenever one develops a program and it has proved its worth that there ought to be a formula grant program, and people ought not to have to come to Washington with special projects in order to get them financed. This kind of work has been going on

Whitten

for many years. There was no doubt in people's minds that provisions of Section 15 would work better as a formula grant program, nationwide in scope, supported to the degree that the federal government and the states would contribute to its support. We still think that would have been a good idea. However, as Commissioner Newman has said, we are starting it off with \$3 million of Section 4 project grants, and, this being true, we ought to make the most of it. We hope they are good projects, that they will make an important contribution to refining the concept and in showing what can be done on a statewide and a nationwide basis.

I tried to explain to the committee at the hearing how the evaluation and work adjustment program would work. In the first place there would have to be, of course, an evaluation agency, some agency through which the money is channeled, just like manpower money and rehabilitation money have to be channeled in a certain way. We have assumed all along that at the local level a rehabilitation facility or facilities would be the core institution in providing these services. Incidentally, let me challenge you right now by proposing a project. I would like to see a project developed in some city or part of a city in which every client that comes to the vocational rehabilitation agency will be sent routinely to a facility for an evaluation such as we talk about. Routinely, this would be the first stop. I think it would definitely be worth experimenting with. I've been telling people for many years that eventually most of our rehabilitation counselors are going to be working out of or associated with rehabilitation facilities. It is not happening quite as rapidly as I thought it would; yet, already the movement is quite noticeable. I would say a fifth or more of the DVR counselors at the present time work out of or with rehabilitation facilities.

Now, assuming that the evaluation activity would go on in a facility in cooperation with the funding agency, we explained to the committee how it might work and the types of recommendations that might be made. In the first place, you might recommend that the client is ready for work and suggest the kind of work that would be most suitable. And, by the way, I think this would probably be true in a great many cases that come through the manpower programs. Second, you might recommend that the client has definite work potential and satisfactory work habits but needs to be taught a skill. Leads will be given with respect to the most profitable area of training. In other words, this is a vocational education situation. He needs vocational education. He doesn't have a skill - that's his main problem. Third, you might report that the client cannot be expected to be successful in competitive employment at the present time. He needs help in developing satisfactory work habits and specific skills. A period of work evaluation in a sheltered workshop would probably help him. Fourth, you might recommend that the work potential of a client is so low that a lengthy counseling and adjustment program will be required to achieve any degree of success. And recommendations might be made with respect to the kind of program that would be most advantageous. Or fifth, you might recommend that this individual cannot be expected to work. He is going to require support from some organized source for a long period of time, if not indefinitely.

Whitten

In addition, recommendations might be made with respect to the best agency that is available to serve the individual. I cannot help but feel this would do more than anything else one could conceive of to clarify the issue, to justify the extension of services, and to bring order into a chaotic situation. And I do not mind telling anybody that I think the rehabilitation movement is by far in the best position to provide this kind of service, and I am not talking about anybody's agency taking clients away from anybody else's agency. It's not that at all. But the agencies that have had the most experience, of course, ought to be able to do the best job. You will recall that earlier Dr. Newman quoted from Garth Mangum's "Manpower Policy Report" prepared for the Department of Labor. Upon completing the report, Dr. Mangum returned to the faculty of the University of Utah. He is high among the governor's counselors in the field of manpower policy. Utah made the vocational rehabilitation agency the agency of choice to provide the vocational evaluation and work adjustment services. They are trying to bring some order into the program, and this could very well become a pattern as that report mentioned. No, it never would be a pattern because we don't do things by patterns in this country, but it might be a preferred methodology to get this job done.

Now, I want to say just a few things before concluding. Evaluation and adjustment services are needed by numerous individuals who are the clients of a number of different agencies. I don't think anything that has been said so far at this conference would indicate any difference of opinion about that. We must have refined methods of helping individuals to understand themselves and their potentials and to gain motivation. That reminds me that, about the time that the 1968 VR amendments were passed, the 1967 amendments to the welfare law received mixed reactions. On the one hand people were saying it was a slave labor program and on the other hand people believed the amendments would keep the country from going bankrupt by making all welfare recipients go to work. People in HEW were disturbed about the work provisions. Most of them never wanted such a provision in the Act anyway, particularly welfare personnel. Miss Switzer was worried about the regulations that were going to be developed. One day I said to her, "Mary, this is the most ridiculous thing I've ever heard of. You can't make anybody work. You just list your priorities. The first ones you're going to help are going to be the ones who want to work, and you'll find more people wanting to work than you will ever have training slots for." By the way, that's a word I wish you would work on a little bit too. I have a good story about slots. Out in Utah the Employment Service had 60 slots for Indians in southwest Utah, and they didn't have any Indians. The state rehabilitation agency had a lot of Indians on its rolls that were preparing for vocational training. So the rehabilitation agency lent the Employment Service 60 Indians to fill their slots. When the training was completed they returned to the rehabilitation agency rolls; and isn't that fine cooperation. Both of them, you see, got credit - one for rehabilitation and one for filling the slots. Everything worked out fine. But anyway, we recognize and accept the fact that evaluation and work adjustment services are needed by a lot of people in order to help them, to help them understand themselves and what they can do. We know that people are going to be coming to rehabilitation, manpower and social welfare agencies and to institutions of various kinds in search of help.

Whitten

I am on the Department of Labor advisory committee which is now trying to work out the regulations for governing work in mental hospitals. All of the agencies that are going to be working with these people have about the same concepts of what ought to be done. Unfortunately, different agencies use different terminology to describe what they are talking about. For instance, if I get things straight, orientation in the Employment Service is about the same as work evaluation in the state rehabilitation agencies. Anyway, it is unfortunate that we have different terminology to describe similar programs. We have different standards for referral, that is, as to who needs what. We put different limits upon the time allowed in a facility for the evaluation of our clients. We have different pay structures. And sometimes it may actually look like we are bidding for the services of the facility. We have different ways to evaluate the effectiveness of the services given or purchased. Too frequently we have inadequate standards or no standards at all. This is unfortunate and needs attention.

I am fully cognizant of the limitations of a conference of this kind. I think we expect more of conferences than can possibly be accomplished. But that's no reason for not having the conference. To me it would be a very fine thing, and I would be happy about it, if in this conference you could begin to develop the machinery through which common terminology could be developed, common definitions of what you are talking about when you use these terms, and agreement on the various levels of rehabilitation. Some of you call them models - different levels of evaluation that are needed with various target groups. Also, you might begin to develop a common basis for reimbursing facilities for the services they provide. This would be a great help to everybody. If you started the machinery in motion that could result in manpower, rehabilitation and social welfare agencies, together with the voluntary sector, working closer together on common problems, you will have accomplished much. And you don't need an international conference to do it. You just need a handful of the right people who can and will labor studiously. The matter of who is going to administer a program and the matter of whose pocketbook is going to be used to pay for the service could be very well put into their proper place somewhere down the line. It is going to be hard enough for any agency to get money to do anything well during the next two years. I testified before the Appropriations Committee this morning, and fortunately I had both the chairman of the subcommittee and the minority leader there. They sat there and looked me in the eye and listened to every word I said, and I'm sure they understood what I meant. And not a one of them said a word when I got through except, "Thank you, Mr. Whitten." No encouragement whatever. Of course, no discouragement either, but to me that's always discouraging when they don't ask you any questions. I don't know what it means, but I just know things are tough when it comes to trying to get money, particularly any more money than this Administration has recommended to Congress.

I have thought that rehabilitation does have a unique contribution to make in the development of manpower programs. I have thought, as I have said before, that rehabilitation could play a bigger part, but no one so far as I know, no rehabilitation agency, wants to be the manpower agency of this country, and I'm serious about that. I have never heard anybody in a reha-



Whitten

bilitation agency say that he thought the rehabilitation agency ought to become the manpower agency. I think that is the last thing anybody in rehabilitation wants to do. It certainly is something I would never, never promote.

I think that we are going to have to work together more closely than we have in the past. You know, a lot of good things go on locally, with agencies working together. I have observed them; I have participated in them. You find people of good will. And if they recognize a common problem they all get to work on it. Lots of times they do really wonderful things, not publicized like they ought to be. They do what they do in spite of what goes on here in Washington instead of because of what goes on here. For instance, it took nearly two years for the departments of Labor and HEW to work out an agreement as to how to administer the minor medical program of the manpower agencies. Congress authorized the program and then would not give them any money saying, "This is rehab's job, let rehab do it, let them pay for it." Understand, when I say this, it's not with ill will. It's not that at all. It's just the lethargy that comes with everybody feeling like he has more to do than he has time to do, not enough staff, not enough time, and someone driving him to do some things that he may not think are quite as important as those things he would like to do. The result is things get put off. However, people in Washington, and I think this is at all levels of the government from the White House on down, are more serious than they have ever been before about the absolute necessity of more careful coordination at the legislative level, at the regulatory level and at the service level. And I do think we are going to give the best test we have ever had, in the next few years, to determine whether or not we can all work together in our respective agencies for the common good of the people we are hired to serve, or whether the whole setup is going to have to be torn up and another start made.

RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE APPROACHES  
PERTAINING TO VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES

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ADJUSTMENT SERVICES IN MANPOWER PROGRAMS

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RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE  
APPROACHES PERTAINING TO VOCATIONAL EVALUATION AND WORK  
ADJUSTMENT SERVICES IN MANPOWER PROGRAMS

by

Jesse Davis

The Division of Experimental Operations Research of the Office of Research and Development in the Manpower Administration monitors research for training programs funded under the Economic Opportunity Act (EOA) such as the Neighborhood Youth Corps, New Careers, the Concentrated Employment Program and under the Social Security Act in the Work Incentive Program.

The EOA was enacted in 1964; however, research did not begin until fiscal year 1969. Much of the early work consisted mostly of participant observation in which we hoped to get a "feel" for climate, needs and program operations and to identify problems, to get baseline information on what was happening and to formulate the needs in more clearly defined research issues.

Some of the things that soon became apparent were that enrollees were not equipped to be competitive in the world of work and lacked many of the skills and aptitudes others took for granted. Motivation and attitude were often revealed to run counter to employer expectations, and the training staffs were hard pressed to ameliorate these problems of unemployment.

Some of our research, then, was channeled into identifying enrollee characteristics. One of the first programs, the Neighborhood Youth Corps (NYC), lacked any real assessment instrument with which the enrollee felt familiar or which was appropriate for a population not skilled in test taking. The following is a summary of some projects pertaining to the vocational evaluation and work adjustment process which have been undertaken with support from the Manpower Administration.

EDUCATIONAL TESTING SERVICE

Numerous problems have existed in uncovering suitable measures for use in assessing enrollee characteristics and progress at any stage during or following participation in NYC. Available paper and pencil tests that can be applied to economically and culturally deprived groups are generally conceded to be inadequate by test specialists (SPPI, 1964; Kay and Sigel, 1965). Defects in existing measures stem primarily from their inappropriate content, format, techniques of administration and normative data when applied to populations that include school dropouts from poverty-level backgrounds who are often minority group members. Measures were needed that would be tailored specifically to the reading levels and cultural backgrounds of disadvantaged adolescents, as well as to the relevant goals of a youth-work training program. This approach appeared to provide the most reasonable long-range solution to measurement problems in counseling or guiding enrollees so as to enhance vocational and social adjustment (through proper classification, training and placement), as well as to evaluate program effects on enrollee attitude and skills.

Davis

A preliminary study phase of the project attempted to overcome those deficiencies customarily attributed to formal testing instruments when used with culturally deprived groups. The resulting battery of 13 test booklets contained materials of relatively low reading levels, often combined with pictorial information and with content and language style suitable for disadvantaged adolescents. The test materials were administered orally in small groups to a sample of 256 male and female enrollees in the NYC Out-of-School program at 11 NYC project sites.

Specific variables covered by the measures were intended to reflect NYC goals for the modification of enrollee behavior that are most widely agreed upon by those who administer and carry out the program. These variables range from vocational orientation (job knowledge, plans, aspirations, interests) to attitudes (concerning oneself, social values, employment, the NYC program) and job-related reasoning skills. Analyses of the measures developed in the Phase I study support five conclusions:

1. The approach to test format and content was successful in producing items with acceptable psychometric characteristics.
2. Scores on the measures resulted in reasonably high levels of reliability (internal consistency) for such relatively short tests and tend to support the conclusion that the items satisfactorily communicate their content and meaning to the enrollee.
3. Total test scores produced low-to-moderate correlations with short-term proficiency ratings collected from NYC counselors and work supervisors. The level and patterns of this validity, as well as the underlying dimensions that constitute the battery, are logical and readily interpretable. This form of evidence served to indicate reasonable construct validity for the measures as a group.
4. Consideration of the dimensions that define the battery indicated that male enrollees are evaluated by counselors and work supervisors primarily on the basis of intellectual abilities ("reasoning" skills and the ability to follow verbal directions). Evaluation of females tended to be more heavily dependent upon an attitudinal, conformity dimension.
5. The most effective measures of the battery were those measuring (a) skills in seeking or applying for jobs (i.e., sources to check, interpreting "want ads" and application blank materials), (b) attitudes toward employment, (c) awareness of appropriate on-the-job behaviors, and (d) attitudes toward the NYC program.

Continued development of the most effective of these measures is essential if more complete knowledge of their utility (i.e., validity) is to be obtained and if they are to be professionally defensible as appraisal tools for a variety of NYC program applications.

Davis

We are now in the process of validating the instrument by measuring training outcomes in two groups, six months and 12 months after training in NYC, according to criteria established by agreement with officials of the U.S. Training and Employment Service and others in the Manpower Administration.

#### ARIZONA STATE UNIVERSITY

Another recognized need was the group counseling procedures used with enrollees. No clear-cut guidelines were available from the beginning of the program, and each project was left to develop some philosophy of counseling of its own. There was a need to describe a theory and outline some techniques for use in group counseling models that would be applicable to our population based on early evidence of their needs.

The development of such a theory was made from several schools of classical psychology and presented in a methodology that tests five different reinforcement techniques used with treatment (counseling) groups. The method compared both the status of the individual's attitude and certain other characteristics before and after treatment in the group and also compared the results with matched groups used for control.

The models are described as:

1. Interpersonal - identifying problems as situations, verbal expression of self-awareness and the projected expectations of environment
2. Problem Identification - role playing of problem situations, awareness of self behavior and projections through role switching and the empathic understanding of roles as they are performed in perceived problem situations
3. Intrapersonal - awareness of self and self aspiration, the "me," "not me" and "wanted me" of self concept
4. Perceptual Modification - expanding perceptions of self and the perceptions of authority to include increased positive perceptions
5. Relationship - reinforced social imitation of a proposed (ideal) style of communication which includes listening, direct responding and increased use of "complete messages" defined as statements which link together content, feeling and related motive or intent.

The research has made a significant contribution to the information available on group counseling techniques with disadvantaged youth both in school and out of school. Literature is available based on empirical insights by experienced counselors. Extensive research is available on operant conditioning and existential counseling, but little on the mating of the two theories, and even less on their effect in group counseling with economically disadvantaged or culturally different youth. When this research was started, none was available on this technique with this population.

Davis

This is a first effort in theory development and experimental design using selective reinforcement in five group counseling models with a Neighborhood Youth Corps in-school and out-of-school population. It supports the notion that behavior change occurs differentially and is evidenced by the research on selective reinforcement used by counselors with the several groups.

As a first effort the increments gained in posttesting over pretesting are not large, but they may be considered going in a positive direction in that there is movement along a social scale. Such moves coincide with the training objectives in manpower programs. In fact it seems safe to say that the five counseling experiences demonstrated clearly that they changed the attitudes of the counseling enrollee toward a more favorable view of programs directly involving the NYC, the enrollee himself and the authority-work concepts in general.

Also, sufficient evidence has been introduced to support the concept of behavioral modification as a result of group counseling. It is also apparent that some models do better than others in this regard. In the case of the objective and attitude findings, certain models arise as more effective in bringing about positive change over and above the General Hawthorne effect. Problem Identification and Intrapersonal models appear more positive, while Interpersonal and Relationship models appear less positive. Thus it does seem quite obvious that counseling attention does spill over to general program identity, and the yield is positive for actual behavior change. There are changes in areas of program termination, job attendance and reductions in delinquent behavior. Often, the research shows when there are insufficient counselors available for all clients under a particular institutional identity, there are tempting decisions to water down counseling to brief parent-type contacts for all rather than more appropriately through counseling for the few. The Hawthorne effect seems available for counseling in this regard. It does yield beneficial effects and can be expected. Where only limited counselor time is available, the concept can be utilized to enrollee benefit.

#### GEORGE WASHINGTON UNIVERSITY

We were also aware that the attitudes of youth play a critical role in their adjustment to the world of work, the success of work training programs often depends on the modification of the work-relevant attitudes of enrollees. In recognition of the importance of studying these attitudes, efforts were made to identify the important attitudes and develop effective ways to measure them. A measurement instrument of this type would be useful both for diagnosing the needs of individuals and for evaluating program effectiveness.

As the first step in developing an instrument for measuring work-relevant attitudes, a review was made of the research literature and it was determined that the most significant variables used in studies of the consequences of the culture of poverty were self-esteem, impulse control, deferred gratification, future time perspective, achievement motivation, optimism and self-confidence. Justification for the selection of these variables is provided by the conclusion reached by Belser (1965) that different investigators studying the disintegrated poor show remarkable agreement in describing the characteristics of the poor as including a lack of future orientation, an inability to defer gratification, apathy and suspiciousness.

Items used in studies attempting to measure the above variables were identified. Biographic items were eliminated as were items which appeared to reflect two or more variables or appeared inappropriate for disadvantaged youth. The selected items were revised to provide a standard format and to eliminate apparent weaknesses in the item construction. Additional items were then written to provide as comprehensive coverage as possible of the studied areas and to establish a pool of positive and negative items for the various dimensions being studied. From this process, 72 items were selected for use in the initial inventory.

The inventory was then administered to two samples of youth, NYC out-of-school enrollees in Cincinnati and New Careers enrollees in Durham. The Cincinnati sample was selected from the current NYC enrollee population in an attempt to get an equal number who were making a good and a poor adjustment to their work assignment. The Durham sample used all of the current enrollees in the New Careers program. Eighty-nine useful responses were obtained from Cincinnati and 78 from Durham. In addition to completing the inventory for each subject, a counselor's evaluation was obtained for each enrollee. The inventory was designed so it could be administered as an interview. Many of the subjects who could read dependably completed the inventory themselves.

Three dimensions of work-relevant attitudes - Optimism, Self-confidence and Unsocialized Attitudes - emerged from the exploratory study. The study thus indicated that these areas, rather than the more traditional attitudinal areas of self-esteem, future perspective and achievement motivation, offer a useful approach to attitudinal problems associated with work adjustment. The more traditional attitudinal areas, however, contributed to the development of, and play a part in the significance of, the three dimensions identified in this study.

Optimism relates to the expectations that an individual has from the world. It measures the degree to which the individual assumes that the intentions of other people are benevolent and that satisfactions can be expected in the natural course of events. It is similar to Ericson's (1950) notion of basic trust. Self-confidence relates to a person's evaluation of his own ability, the degree to which he believes that he can, by his own actions, influence future events. A person who scores high on one of these scales does not necessarily score high on the other. Some people are high on Optimism but have little confidence in their own ability to influence events. They feel that the world is a good place but that it is best to take things as they come. Other people are high on Self-confidence but low on Optimism. They may view the world as a dangerous jungle, but are confident of their own ability to take care of themselves. Persons low on Self-esteem are likely to be low on both Optimism and Self-confidence. Persons high on Self-esteem may be high on one or the other or both. As evidence of the complexity of the relationship between Self-esteem, Optimism and Self-confidence, it should be noted that some of the items on Rosenberg's Self-esteem scale loaded on the Optimism factor and others on the Self-confidence factor.

Optimism and Self-confidence may be related to deferred gratification, impulse control and future orientation in a number of ways. If a person has no confidence in the future, for example, he may have no justification for deferring



Davis

satisfactions. A supremely self-confident person might also eschew delayed satisfactions but on a completely different basis: His failure to defer would connote his confidence in being able to avoid adverse consequences. The interpretation of Optimism and Self-confidence is more straight forward and, therefore, likely to be more useful.

Of the two scales, Optimism probably represents the most basic and important attitude. Optimism or basic trust has been noted by many observers to have a significant influence on performance. In the studies using this scale, both delinquent subjects and clinical patients scored low on the scale measuring this attitude (Walther, 1964). On the other hand, it has been found to be positively associated with rate of promotion for several clerical and professional occupational groups. Perhaps a mechanism sometimes called the "self-fulfilling prophecy" is at work in that a person's expectations can often influence the outcome. A person who expects hostility acts in a way which increases the chances that he will be treated in a hostile manner; while, conversely, a person who expects friendship acts in a way to increase the chances of a friendly response. In both cases, expectations are confirmed, which in turn will influence future behavior.

The third scale developed through these studies, Unsocialized Attitudes, appears to be related to attitudes toward authority and role requirements, the degree to which the individual fails to accept the requirements of social living. It is undoubtedly closely related to satisfaction delay but probably does not have the same objectionable curvilinear characteristics as the deferment scales. There is probably a substantially linear relationship between the score on this scale and performance, in that the less the unsocialized behavior, the better the performance.

With respect to achievement motivation and values, it should be noted that many types of achievement are possible, and existing measures do not appear to be general measures of all types of achievement. The achievement motivation measured through fantasy, for example, appears to be a measure of business enterprise type of achievement. Items related to achievement motives and values were found through the factor analysis to load primarily on the Self-confidence factor. This suggests that self-confidence may be a more useful concept than achievement motives and values.

The next phase of the research has been designed to validate the revised instrument and to relate the scales to the typology of enrollees proposed in previous studies - the disadvantaged graduate, the adverse situation, the low self-esteem, and the rebel enrollee.\* The low self-esteem enrollee can be expected to score low on Optimism and Self-confidence. The rebel can be expected to score high on Unsocialized Attitudes, while the disadvantaged graduate and adverse situation enrollee can be expected to score high on Optimism and Self-confidence and low on Unsocialized Attitudes.

\* - See pages 67-73 of "A Retrospective Study of the Effectiveness of Out-of-School Neighborhood Youth Corps Programs in Four Urban Sites," submitted to the Department of Labor, November 1967, for a description of this typology as related to differential needs of enrollees. Report completed by George Washington University.

Davis

The revised inventory is being administered to about 100 enrollees in the Cincinnati NYC out-of-school program and in the Durham New Careers program as they enter the programs. Performance data will be obtained on all subjects and correlations will be computed between these ratings and item and scale scores. In addition, a sample of 100 in-school enrollees and 100 delinquents in Cincinnati will complete the inventory for comparison purposes.

#### PENNSYLVANIA STATE UNIVERSITY

Another aspect of our effort to measure job readiness was to substantiate through physiological measures what we were getting through self reports, observations, checking police records and comparing to established criteria of program outcomes. The review of previous studies demonstrated that one of the most debated characteristics concerning those people labeled "hard-core unemployed" is the nature of their true attitudes towards work and jobs. The debate usually focuses on whether or not the hard-core really want to work. The conservative argument is that plenty of jobs are available, anyone who wants to work can get a job. The help wanted advertisements of the daily newspaper are usually cited as evidence that jobs are going begging. The liberal argument usually attempts to understand the reasons for unemployment and claims that anyone who has had repeated negative employment experiences is going to be very reluctant to expose himself again. Both the liberal and conservative arguments imply that the hard-core individual probably is not too anxious to get a job.

In reality, very little is actually known about the attitudes toward work of the hard-core unemployed. Traditional techniques of attitude assessment are frequently dismissed as inappropriate to the hard-core. Many employers are reluctant to accept the claims of the spokesmen for the hard-core that all they want is a job, because too often their behavior after they take the job indicates that, in reality, they do not want one.

This last research topic discusses several different techniques which were used to assess the attitudes towards work of the hard-core. Several of these were nontraditional techniques which were used to overcome the criticism of inappropriateness. They were also chosen because they did not rely entirely upon the respondent's verbal report.

The results presented in this research indicate that the respondents are generally favorably inclined toward work but that many have undifferentiated vocational likes and dislikes. Their aspirations do not appear reasonable in comparison to prevailing conditions in the current local labor market, and may be somewhat unreasonable in light of what the typical Concentrated Employment Program (CEP) participant can offer to an employer.

The analyses in this research are based upon the attitude and expectancy measures which were administered to a subsample of CEP enrollees. Administration of these measures took place at three points in time: (1) during the CEP intake process, (2) after the subject was terminated from CEP (through job placement, placement in a long-term skill training program or through dropping out of the program), and (3) approximately six months after CEP termination. These three administrations roughly correspond to a pre-test/posttest/follow-up model, with differential treatments intervening between administrations.

Davis

The sample of subjects in this phase of the study consisted of 222 enrollees, representing 44 percent of the total number of enrollees for the period January-June 1969. Pretests were administered to 111, and a matched group received no pretests. The original group was first pretested and then the matching, unpretested sample was selected from the remaining pool of 277 subjects for whom data had been collected in the larger study. The matching was accomplished by dividing the larger pool of subjects into strata based upon sex, program completion or dropout and Phase II employment status. (At this time, control could not be exerted over length of training; in the data analysis, however, this variable was statistically controlled.) Subjects were then randomly drawn from these strata to match the frequencies found in the pretested group. The summary of subject characteristics demonstrated that no substantial differences existed between the pretested and nonpretested groups. Additional analyses of the posttest attitude data obtained from these two groups indicated that no significant pretest effects were present in these data, with the exception of a slight trend toward a social desirability effect in the pretested group. This effect was taken into account in the subsequent data analyses.

It should be pointed out at this point that, since more than 97 percent of the training program's enrollees were black, no attempt was made to control for race in either the subject selection or data analysis procedures.

The sample was heavily weighted with youthful males with high unemployment and low incomes, most of whom completed the program but only about half of whom immediately found employment. The most interesting figures, however, are those which show the great ranges of variation within the sample.

Attitudes toward work were ascertained by what has been called "the multiple-indicator approach to attitude assessments" (Cook and Sellitz, 1964). This is merely a way of increasing faith in the "correctness" of one's measurements by utilizing two or more different techniques to measure the same attitudinal set. Greater validity can be assumed if the different measures produce similar results.

#### Two Techniques Used

Two different techniques were used to measure attitudes toward work.

Own-Categories Technique. The first of these was an established attitude scaling technique, the "Own-Categories" procedure described by Sherif and Sherif (1957). In this procedure the subjects are first asked to sort a group of attitude statements into piles, each pile consisting of statements which "seem to belong together." This is similar to the Thurstone procedure of scale construction (see Edwards, 1957). However, unlike the Thurstone method, the subject may use as many or as few categories as he wishes. He then arranges the item piles in order according to their favorableness or unfavorableness toward the attitudinal object. Up to this point, no mention of his own attitudes has been made. The subject then must choose the piles containing those items which are most acceptable to him and least acceptable to him.

Davis

It has been demonstrated that the use of this procedure provides not only an estimate of direction of attitude but also an indication of ego-involvement in (or commitment to) this attitude. Use of this technique requires a scale which contains not only items which are positive, neutral or negative toward the attitudinal object but also a large proportion of items which are classified as "ambiguous" (i.e., which can be read as either positive or negative toward the attitudinal object, according to the subject's perceptual predispositions).

A scale of this type was constructed from a preliminary pool of 225 attitude-toward-work items. These were Thurstone scaled using a group of 73 undergraduate psychology students as judges. Utilizing the Thurstone scale values and Q values as a basis of item selection, a 40-item own-categories scale was compiled according to the following criteria: (1) 24 nonambiguous (low Q value) items were chosen, five of which were very negative toward work, five slightly negative, four neutral, five slightly positive and five very positive toward work; the Q values in the nonambiguous items ranged from 0.9 to 2.9, with a median Q of 2.05; (2) sixteen ambiguous (high Q value) items were chosen from a subset of items especially written for high ambiguity; the Q values of these items ranged from 2.3 to 4.9, with a median Q of 3.3.

Physiological and Perceptual Measures. The second technique for obtaining indications of attitudinal set involved the use of physiological and perceptual measures. The rationale behind the use of such nontraditional measures arose from the assumption that the situation in which the subjects found themselves produced a strong tendency for them to behave in accordance with their perceptions of what was expected by the administrators of the training program, or in more technical terms, produced a strong social desirability set toward the tests and questionnaires which were administered as a part of the program's intake procedure. Although the own-categories technique of attitude assessment appears to be less susceptible to deliberate manipulation by the respondent than the more traditional Thurstone or Likert type of scale, it was decided that the use of physiological and perceptual measures which are even less susceptible to social desirability effects would provide greater understanding of the attitudinal data which were collected.

The measures which were selected for use in this study were pupillary dilation and binocular rivalry.

The pupillometer marketed by AIM Biosciences Ltd. was used for the pupillary dilation measures. This instrument consists of a pair of goggles which cover one eye with a pupil measuring device, freeing the other eye for viewing of the stimulus. The device works on an optical illusion principle, and the subject must make readings of his own pupil size. In the administration of this instrument, the subject was enclosed in a compartment in which the light source was held constant. The interior walls of this compartment were painted with nonreflectant, light gray paint and one wall contained a frame allowing for timed presentation of the stimulus cards.

A stereoscope, which had been constructed from an old-time "stereopticon viewer," was used for the binocular rivalry measures. This instrument presents two stimuli to the subject, one stimulus to each eye. If the two stimuli are identical, he perceives them in three dimensions; if they are

Davis

not identical, he is presented with a binocular conflict which is presumably resolved according to his predispositions to perceive certain stimulus content more readily. The instrument was adjustable for focus and a timer was connected which controlled lighting of the stimuli for very short durations (beginning at .01 seconds).

The stimuli for both of these instruments consisted of a set of five matched pairs of illustrations created by a professional artist. Each pair of stimuli consisted of two pen-and-ink drawings of the same person or persons in (1) a work-oriented and (2) a nonwork-oriented situation. Within each pair the general surroundings and bodily position of the person were matched for size, shading and position, point-by-point across the two drawings. When viewed in stereoscopic perspective for very short durations, the illusion created is one of a person who is in either a work or nonwork situation. Since 98 percent of the subjects were black, the figures in the stimulus drawings were all Negro people, in order to control for racially induced perceptual biases.

These illustrations were then photographically reduced for use with the two different machines. For the pupillometer a set of 8x8 inch stimuli was made up. These stimuli were viewed by the left eye at a distance of four feet. For the stereoscope a set of 2x2 inch cards was made up and were viewed at a distance varying from six inches to 15 inches, depending upon the subject's stereoscopic focus point. Another set of 2x2 inch stimulus cards was also used for the binocular rivalry measure, consisting of paired work-nonwork stimulus words which were typed on the cards.

In his early studies of the interrelationships among motivation, expectancy and incentive, Atkinson (1958) used a very simple estimation of expectancy, which was simply the probability of being reinforced in a given laboratory situation. This sort of approach was not deemed useful in the present study, for reinforcement schedules were not under experimental control and the subjects' perception of the existing reinforcement schedules were assumed to be rather imperfect. It was decided, therefore, to use Rotter's (1954) social learning approach, in which expectancy is assumed to be a function of the individual subject's perception of a generalized "locus of control" of social reinforcements. These perceptions are hypothesized to vary over a continuum of expectancies, ranging from reinforcement control which is totally within the individual (internal control) at one pole, to reinforcement control which is totally outside of the individual's reach (external control) at the other pole.

The standard measuring instrument for this construct is the I-E Scale developed by Rotter, *et al.* (1966). This is a forced-choice paper-and-pencil test which was normed on a college population. Close examination of this instrument, however, revealed that it would probably not be applicable to the present subject population due to the academic bias of its items, many of which refer to educational situations and scholastic reinforcements. Therefore, a separate scale was constructed, utilizing items taken from the I-E Scale, the Occupational Aspiration Scale (Haller and Miller, 1963) and Coleman's (1966) questionnaire.

Davis

Twenty items were taken from these instruments to form a preliminary scale. In accordance with the suggestion put forth by Curin (in press) that personal expectancies should be kept conceptually separate from generalized expectancies, 11 of these items referred to locus of control for "people in general" and nine referred to locus of control for "me." This scale was pretested on 171 randomly-selected residents of the inner-city area in which the study was being carried out. The pretesting revealed that an "agree-disagree" format was more likely to be successful within this population than the regular forced-choice format.

The pretest sample was randomly divided into two groups and the responses of this group were subjected to a Guttman analysis to determine the scalability of the two sets of items (generalized control and personal control). Seven of the generalized control items formed a Guttman scale with a reproducibility coefficient of .90, but the personal control items did not scale. Upon cross-validation, using the other half of the pretest sample, the seven-item generalized control scale had a reproducibility coefficient of .89 and the personal control items still could not be scaled with adequate reproducibility.

The seven-item generalized locus of control scale was retained for use in the study.

#### CONVERGENCE OF ATTITUDINAL MEASURES

The only pupillometric measuring device which was within the resources of this project was one which works on the principle of an optical illusion. During pretesting it was discovered, unfortunately, that many subjects had difficulty responding to this device. Since the procedures were already set up, however, it was decided to use it on a trial basis for a short period. After a few weeks the decision was made to drop this measure, since useable data were obtained for less than 10 percent of the subjects.

In terms of operational utility, the stereoscopic measures were successful. Few operational difficulties were found and data were obtained for most subjects in the pretested group. The major reason for loss of data arose from the fact that a few subjects had monocular eye dominance of a magnitude which precluded stereoscopic visual effects.

Correlational analyses of these data indicate that the stereoscopic attitudinal measure and the own-categories attitude scale were tapping similar response tendencies in the subjects. As would be expected, there was a tendency for the work-related stimuli to be perceived sooner than the nonwork stimuli by those subjects who scored higher on the attitude scale. That is, subjects who tended to have own-categories indices indicating a more favorable attitude towards work also tended to perceive the work-related verbal and pictorial stimuli before they perceived the nonwork stimuli. All of the correlation coefficients are in the expected direction and all but two are significantly different than zero. It can therefore be concluded that the two very different kinds of measures tended to produce similar results. This conclusion increases the confidence that can be placed in the validity of the following analyses.

Davis

### RESULTS

The preliminary analyses of the attitude and expectancy data indicate four major findings. The first of these is that attitudes and expectancies appear to be generally positive in the total population of CEP clients, and that (contrary to common stereotypes) the direction and strength of attitudes toward work and the direction of expectancy (internal vs. external locus of control) cannot be predicted from a knowledge of the clients' previous history of unemployment or whether they were accepting public assistance.

The second finding is that attitudes toward work and expectancies are affected by the CEP experience. Attitudes appear to become less positive immediately after the CEP experience than they were immediately prior to the CEP experience, and to remain at this level after the client has been back out in the labor market for six months. This general decrease in work attitudes is accompanied by an increase in the ego-involvement of these attitudes. Thus, attitudes become more negative and these negative attitudes are more strongly held. Most of the negative shift in the attitude, however, is attributable to the dropouts from the program, while the increase in ego-involvement is accounted for by the program completers. Expectancies on the other hand show a curvilinear trend, decreasing immediately after the CEP experience but increasing again after further labor market experience.

The third major finding was that attitudes, but not expectancies, were affected by post-CEP experiences in the labor market. Those who acquired and kept a job had more positive attitudes in the follow-up period than those who did not acquire employment. This difference is accounted for by a drop in the attitudes of those who did not find a job, rather than a rise in the attitudes of those who did.

Finally, it was found that neither CEP completion nor employment success could be predicted by a knowledge of clients' attitudes and expectancies at the point of program enrollment.

Davis

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RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE  
APPROACHES PERTAINING TO VOCATIONAL EVALUATION AND WORK  
ADJUSTMENT SERVICES IN SOCIAL WELFARE PROGRAMS

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RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE  
APPROACHES PERTAINING TO VOCATIONAL EVALUATION AND WORK  
ADJUSTMENT SERVICES IN SOCIAL WELFARE PROGRAMS

by

Andrew R. N. Truelson

I would like to begin this presentation on the social welfare responsibility and authority for providing vocational evaluation and work adjustment services by first giving some brief background on the welfare thrust in the area of work and training programs. Then, I would like to concentrate on the use of public assistance demonstration grants under Section 1115 of the Social Security Act, especially in relation to vocational evaluation and work adjustment. I will conclude by providing a bird's-eye view of some innovative projects financed under the 1115 authority.

It was in 1962 that efforts were initiated by state and local public social welfare agencies to prepare appropriate AFDC recipients for independent employment through a comprehensive program of work experience and education and training together with supporting social services. The first program of this kind was the Community Work and Training Program authorized by the 1962 amendments to the Social Security Act. Scarcely under way, this program concept received tremendous impetus in late 1964 from the passage of the Economic Opportunity Act which created the Work Experience and Training Program under Title V, the administration of which was delegated to the Department of Health, Education and Welfare. Subsequently, there were the 1966 amendments to the Economic Opportunity Act. The intent of these amendments was to formalize and to increase the contribution that the Department of Labor MDTA and other manpower programs could make to the Title V Program.

Next came the 1967 amendments to the Social Security Act. These amendments, approved in January 1968, established the Work Incentive Program. The decision to assign primary responsibility for the WIN Program in the Department of Labor was made by the Congress on the basis that manpower programs should be administered by Labor. The Department of Labor is responsible for the manpower components, and the Department of Health, Education and Welfare and its counterpart state social welfare agencies are responsible for making assessments and referrals, providing child care and other welfare services.

Yesterday, Deputy Commissioner Joseph Hunt in his presentation mentioned that under Title IV-A of the Social Security Act there is the requirement that a service plan must be developed and maintained for each child and adult member of an AFDC family who requires service to maintain and strengthen family life, foster child development and provide for moving towards self-support through training and employment. The first stage in the preparation of family plans is to screen the entire caseload and identify those persons who are immediately referable for training and employment. Procedures should be developed for general and specialized diagnostic assessments including provisions for medical evaluations unless such information is already available from recent examina-

Truelson

tions. The local welfare agency should utilize fully the resources of vocational rehabilitation (including its new vocational evaluation and work adjustment services for the disadvantaged when funds become available), health, vocational and other educational and community services in assessing potentials for training and employment and in providing opportunities to progress toward the objective of employment. For some individuals, referral to resources other than the Work Incentive Program may be more appropriate, e.g., referral of disabled persons to vocational rehabilitation agencies, return to school for vocational education for selected youth, and return to high school or enrollment in junior college for those preparing for career employment opportunities.

During 1969 a report was issued on the joint activities of vocational rehabilitation and public assistance in the vocational rehabilitation of disabled public assistance clients. This report was an evaluation of 14 out of a total of 26 research and demonstration projects across the United States and Puerto Rico. Among the goals of this activity were the development of effective joint vocational rehabilitation and public welfare screening, evaluation and planning procedures for providing services to clients. Three broad types of evaluative services were utilized during referral to evaluate clients' rehabilitation potential. These were services from (1) rehabilitation or adjustment centers, (2) sheltered workshops, and (3) other sources including medical examinations, psychological testing, skill assessments, etc. The services provided played an important role in the success of these projects in helping to move disabled clients from the public assistance rolls into paid employment.

I know that some of you are already familiar with how the findings of some of these demonstration projects are being applied to regular program operations, and I believe there is much to be learned by considering some of these projects.

The success ratio in closing some of the public assistance cases speaks well of the Texas projects, and I would like to say that we are happy to have Clyde McWhorter of the Texas Rehabilitation Commission present. Clyde, I am sure, will have some interesting things to tell us about the Texas projects during our work-group sessions. We are also looking forward, during those sessions, to hearing from Jack Hill who directs training at the Hot Springs Rehabilitation Center in Arkansas. Jack has a very successful Section 1115 demonstration project going at Hot Springs which involves the extensive use of evaluative and diagnostic methods.

The State of Michigan has been attempting to determine through evaluative processes the readiness of certain welfare clients to enroll in the WIN Program. In connection with this, Howard Sousley, Director of the Division of Employment Training of the Department of Social Services, served on a panel at the WIN Tri-Party Conference this past March between the Michigan Employment Security Commission, the Department of Social Services and the Division of Vocational Rehabilitation. That conference brought representatives of the three agencies together to address the problems encountered in the interagency relationships now existing and to develop working plans that would further meet the needs of the AFDC recipient and enable him to attain self-support through a WIN

Truelson

Delivery System. Howard, who is attending this conference, will no doubt have some interesting things to tell us about during his participation at one of the work-group meetings.

At this time, I also want to express appreciation to Sam Grafe, whom many of you know, who is chairman of the Ramsey County (Minnesota) Board of Public Welfare. Sam has been most helpful to us during the many times he has served as a consultant in many areas, especially in training and employment of the disadvantaged. In addition, I would like to extend a special welcome to Jim Edmunds, Director of the Ramsey County Welfare Department, who is attending this conference. I recall the excellent Title V project which that department operated. That project instituted various innovative approaches to helping people to become self-supporting. Welfare authorities noted that clients were immersed in a milieu of problems which blocked their way to employment and independent functioning. To help deal with the personal and social problems, the welfare agency employed the group work approach to deal with economic, diagnostic and treatment goals. This work and training project had its own psychologist who performed a variety of functions, which made a substantial contribution to the success of the project. He conducted both group and individual testing programs, in areas of academic achievement, intellectual functioning, vocational interests and personal attitudes. He also conducted in-service training sessions for the professional staff in the interpretation of psychological data. He was widely used as a consultant by the staff. The two important features of the testing program were: first, to provide a positive service to facilitate individual case planning after the trainee was accepted into the program; and second, to provide testing in such areas as academic aptitude, vocational interest, specific vocational aptitudes and personality characteristics.

Aside from these vocational evaluation and work adjustment programs which emanated from federal legislation during the 1960's, there were some even earlier efforts in the same direction made in some state programs. An example of such an innovative approach is the San Mateo County (California) project first conceived in 1954 by County Welfare Director Dr. Harold Simmons. This project established new rehabilitative objectives in public assistance programs for welfare recipients. It is still functioning today as a comprehensive program with one unique feature, the sheltered workshop remaining the only one of its kind in the State of California. In this project, clients were evaluated by the rehabilitation team and if they were unavailable for private employment because of their handicaps or low motivation, they might be considered and referred to work placement. Agency staff in conjunction with the client, determined the most preferable kind of placement, and then an attempt was made to find a placement that would fit the needs of the individual, taking into account his interests and abilities. The San Mateo experience was an exciting revelation of the capacity for change of the so-called hard-core public welfare recipient. The responsiveness of such people to the provision of opportunity was clearly illustrated. The human values of the vocational rehabilitation program were demonstrated case by case. Social welfare in San Mateo County added a significant new dimension to the services program - the vocational training, adult education, on-the-job work experience, and motivational and conditioning experiences in the sheltered workshop.

Truelson

There are several very interesting projects under way in public assistance under Section 1115 demonstration grants. The basic purpose of this group of 1115 projects is to develop and improve the methods and techniques for administering assistance and related services designed to help needy persons achieve self-support or maintain and strengthen family life. To strive toward achieving these objectives, the following provisions are included in the legal basis:

1. Authority is given to the Secretary of Health, Education and Welfare to waive, for the duration of a project, compliance with any requirement of the Social Security Act which might prevent a state agency from testing a potentially constructive innovation.
2. Inclusion of costs, as a part of the approved project for the duration of the project, which would not otherwise be included as public assistance expenditures under the regular reimbursement formula.
3. Encouragement of the development of projects of state and national significance and assistance to states that do not have funds available to participate in the demonstration projects program, by providing special federal project funds to finance part or all of the costs which would normally be paid by the state.

Section 1115 encompasses two types of projects:

1. A pilot or experimental project which introduces a new method or approach to an effort to learn whether it is effective and whether it might be built into the normal ongoing statewide public welfare programs
2. A demonstration project which extends a successful method or approach to a new local or state welfare agency program in order to make necessary adaptations and promote its acceptance and support on a statewide basis.

Projects will be approved under Section 1115 only when they are clearly related to the improvement of public welfare programs. Projects already financed from other sources will not be approved under Section 1115 on termination of the original project funding since they could not be considered new projects. Ordinarily, federal financial participation in demonstration projects is limited to a period of not more than three years. Applications for these projects are reviewed by the Demonstration Projects Branch, Office of Administration, Social and Rehabilitation Service, and other designated SRS program staff specialists.

There are currently in operation four demonstration projects under Section 1115 which are concerned with vocational evaluation and the work adjustment services. They are as follows:

Truelson

1. The Kentucky project, "Vocational Opportunities for Public Assistance Recipients," is aimed at assisting families to help them develop employment skills through vocational training. This project is now in its second year of operation.
2. The Arkansas project at the Hot Springs Rehabilitation Center is for the "Training of the Unskilled and Socially Deprived in Cooperation with the Arkansas Rehabilitation Service." This very successful project, of which Jack Hill is director, involves extensive use of evaluative and diagnostic methods.
3. Olympia, Washington, has the "Evaluation and Inventory Project," which has just completed its first year of operation. This project has the following multiple purposes:
  - a. To demonstrate the use of a more definitive method of taking inventory of, and of evaluating, the rehabilitation potential of a selected sample of public assistance recipients by use of a highly skilled multi-disciplinary team.
  - b. To determine whether a significant proportion of the public assistance caseload in the Disability Assistance, Aid to Families with Dependent Children and General Assistance - Unemployed categories have a reasonable potential for rehabilitation.
  - c. To demonstrate that with good data and careful evaluation, rehabilitation counselors may be provided with information which will help them rehabilitate individuals who would not previously have been accepted for service.
  - d. This project also promises two by-products. These are: first, that in absolute terms more public assistance recipients will receive vocational rehabilitation services and second, that the joint nature of the project should assist in developing a more effective and useful relationship between the public assistance agency and the Division of Vocational Rehabilitation and thereby contribute to skill generally in participating in useful and effective interagency projects:
4. The last of the four active projects is the Oregon statewide project which is entitled "Work Evaluation Center Project." We are certainly pleased to have Andy Jures, Administrator of the Oregon State Public Welfare Commission, with us at this conference, and, although I will proceed to provide some information on this very fine project, Andy might wish to add his comments either here or at the workshop meeting, or both.

Truelson

This Oregon project provides an excellent example of how services of the several disciplines are coordinated in behalf of clients in the vocational evaluation and work adjustment process. The State Public Welfare Commission, the Department of Vocational Rehabilitation and the State Employment Service initiated a project which would develop and operate a single system of evaluation for persons who are or may be:

1. Clients of any of the three agencies who are disadvantaged or needy and therefore current, potential or former recipients of public assistance
2. Candidates for participation in one or more of the programs operated by any of the three agencies.

As conceived, the evaluation process assesses:

1. The attitudes of the client toward work and employment
2. His social and employment history
3. His deficiencies or disabilities in regard to qualifying or competing in the current labor market
4. His capacities for the acquisition of education, training and skills requisite to successful employment
5. The financial and social services necessary to enable the client to participate successfully in any plans
6. An examination of the available resources which the three agencies singly, or in combination, can apply to the carrying out of the plan.

As conceived, the evaluation process would suffice for the evaluation needed in making referrals to the Work Incentive Program, Vocational Rehabilitation, Welfare and other programs.

Three evaluation centers have been set up in the cities of Portland, Eugene and Salem. The three centers are staffed by the Public Welfare Commission, the State Employment Service and the Department of Vocational Rehabilitation.

While each evaluation center attempts to meet the evaluation and assessment requirements of the three agencies in its respective geographical area, each center differs from the others in the facilities available and each had developed distinctive and innovative concepts in one or more parts of its operations. Before discussing the innovative methods, I would like to mention briefly further goals of the program beyond the initial goal of the establishment of a process for evaluation or assessment of the employment, training and rehabilitation capabilities and needs of current, former and potential public assistance clients.

Truelson

A second goal is to facilitate, simplify and improve, with careful regard to the economical use of personnel, fiscal and physical resources, the referral and evaluation of the employment training or rehabilitation program most appropriate to the individual client.

A third goal is to facilitate and improve the development of the joint or multi-agency planning and support as needed in order to enable clients to participate in employment, training and rehabilitation programs to their maximum benefit.

In order to participate in the program, many of the clients require financial support, child care, transportation, assistance with family problems and help with legal problems such as garnishment. This often means that public welfare must make supportive services available, or if the clients are not eligible for public assistance, the other agencies must arrange for the necessary supportive services.

A fourth goal is to develop methods of joint planning, to prepare joint policies and statements, and to develop and improve agency staffing and performance of combined operations. The joint operation of evaluation and diagnostic centers to meet the requirements of various programs is consistent with current needs and a step ahead in future development.

Now, if we may, let us take a look at the innovative methods being used in this Oregon project. Just what are they? As agreed upon by the Public Welfare Commission, the State Employment Service and the Division of Vocational Rehabilitation, these methods may be listed in the following four ways:

1. The Public Welfare Division has basic responsibility for the project. That division has responsibility for appointing the project director and for being responsible for fiscal accounting and required reports.
2. The Division of Vocational Rehabilitation, by contract, operates the evaluation centers and purchases the necessary services including staff services from the Public Welfare Division.
3. The State Employment Service, by contract, provides the services of employment specialists necessary to operate the evaluation centers. The services are purchased by the Public Welfare Division under contract.
4. A project coordinating committee is established and consists of members of the staffs of the three agencies plus two representatives of private industry and a client from each of the agencies. The coordinating committee reviews agency policies concerning the center. Each center plans its own operations and procedures and seeks assistance and recommendations in its own community. Each center also has its own local coordinating committee composed of the welfare administrator, the local employment director and the local DVR office director or regional manager.



Truelson

This project is one of the first, if not the first so far as we know, to establish jointly operated centers specializing in the overall assessment of persons who may become participants in employment, work training or rehabilitation programs and to include private industry and business as well.

The Public Welfare Division has three major roles relating to the evaluation centers. These are: (1) the identification and referral of appropriate individuals to the centers, (2) the assessment of social functioning as it relates to the employment of the person being referred, and (3) the casework support of the referral to the centers and of any subsequent training employment plans.

The counselor or social worker who refers a client to the evaluation center is asked to discuss the use of the center by the client. Unless recent satisfactory information is available, each client receives a medical examination to assure a clear picture of his health and capacity for work or training. Upon referral to the center, the following assignment possibilities are available in the evaluation process.

1. Work sample evaluation in which the client is assigned work at several "work stations" in order to place him at useful work for which he receives some pay. The work sample technique enables staff to evaluate work skills and work attitudes.
2. The client participates in several group meetings where discussions center around employment, job hunting and work problems. The meetings are also open to client-introduced topics.
3. The client meets with the DVR counselor, the employment counselor and the social worker as indicated with a minimum of four individual appointments per week.
4. Some clients are assigned to work evaluation placements in the community. These placements are with private employers who may be partially reimbursed for their participation and who may hire the clients if the employer desires.
5. Educational and psychological testing is available as needed.
6. During the evaluation process, the client is assigned to an activity six to seven hours a day. Staff then have ample opportunity to observe the client's work, and their observations are presented at a staff conference and a plan is worked out.
7. The plan is discussed with the client and referral is made to the appropriate program. Because representatives of the agencies to which most referrals are made are on the center staff, referral and acceptance are simplified.

During the first year of operation, efforts have been concentrated on establishing an administrative model and in establishing operating centers. For example, under the service concept, attempts are made:

Truelson

1. To establish an administrative model for the project which could quickly and effectively, under the definition of project goals, be responsive to clients' needs
2. To establish an administrative model which pinpoints responsibility but is sufficiently flexible to meet client needs
3. To establish an administrative model which would encourage innovation and utilize the full creative and professional competency of the staff and yet meet the standards for accountability necessary for public agencies
4. To establish an administrative model which, when operational, will meet the goal for economical use of staff.

Also, during the first year, three broad interest areas have emerged as follows:

1. A comparison of the work evaluation center concept with more traditional methods of assessing the client needs and potentialities
2. The performance, effort and efficiency of the center, utilizing its own criteria as a basis for judging effectiveness
3. A systems analysis of the overall "process" of this three-agency demonstration.

In this presentation, I have made an effort to cover some developments in the area of vocational evaluation and work adjustment in which welfare has been involved over the past dozen years. In examining developments over these years, it may be observed that social welfare, vocational rehabilitation and manpower programs have joined forces to assist individuals to become self-supporting and that this joining of forces is necessary if each agency is to lend its expertise in the most cohesive possible way toward evaluating clients' needs and for taking the necessary action in conjunction with clients for achieving the goal of self-support.

In taking an overlook at clients, we know that some hard-core welfare recipients require a considerable amount of specialized effort from the welfare agency to evaluate their needs and to do something about these needs. We know that clients' life experiences have frequently been damaging and that welfare must take steps necessary for developing in clients a sense of personal identity and self-worth in order to help them achieve reasonable levels of success. We have noted the steps taken by the State of Oregon in setting up its evaluation centers through the Section 1115 demonstration grant program. California took the initiative in its San Mateo project for setting up the "Activity Oriented Treatment Centers" for welfare recipients and we know that one of the major purposes of such centers is the evaluation of the assigned recipients' interests, aptitudes, abilities, temperament and motivation for training.

Truelson

We look for dramatic efforts in the years ahead by social welfare, vocational rehabilitation, manpower and other programs to provide services which will enable people to sustain themselves economically and to realize fuller and better lives. To achieve these goals, public welfare recognizes the need to cooperate with other programs and agencies in both the public and private sectors.

RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE  
APPROACHES PERTAINING TO VOCATIONAL EVALUATION AND WORK  
ADJUSTMENT SERVICES IN REHABILITATION PROGRAMS

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RESEARCH AND DEMONSTRATION PROJECTS AND INNOVATIVE  
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by

William Gellman, Ph.D.

VOCATIONAL REHABILITATION, AN  
APPLIED BEHAVIORAL SCIENCE

It's a pleasure and an honor to continue the line of thought developed by the previous speakers, Jesse Davis and Andrew Truelson, whose presentations illustrate the emergence of novel ideas and new practices in the fields of manpower and welfare. This paper explores innovative developments in vocational rehabilitation with particular emphasis on vocational evaluation and work adjustment services and summarizes much of the vocational rehabilitation project activity of the Social and Rehabilitation Service on these services.

Vocational rehabilitation is an applied behavioral science with theoretical foundations in the psychology of work and clinical roots in those aspects of counseling and clinical psychology which focus upon individuals under stress because of handicaps. Vocational adjustment, the vocational rehabilitation practice specialty which includes vocational evaluation and work adjustment, is a systematic process directed towards facilitating the vocational development of a handicapped person. In practice, vocational evaluation and work adjustment are two sides of the same coin. Both subspecialties deal with the problem of preparing individuals for productive functioning and employment who are blocked by a vocational or nonvocational handicap. Both are based upon thorough knowledge of the world of work and the dynamics of vocational development.

Since vocational rehabilitation is an applied science, the vocational adjustment process presupposes an empirical theory and a rationale for the technology of assessment and adjustment. In addition, as an applied behavioral science, vocational adjustment is concerned with methodology and target populations. Theory is frequently un verbalized in vocational rehabilitation, although certain work adjustment programs such as those of the Atlanta Employment Evaluation and Service Center (1970) and the Vocational Adjustment Center of the Chicago Jewish Vocational Service (Gellman, 1956) are based on a theoretical framework. The technology and methodology of vocational adjustment are in process of transition. Evaluation and work adjustment activities are guided in most instances by a set of pragmatic, implicit, unverified beliefs which direct activities in evaluation centers.

For purposes of this paper, innovative changes are deemed to be substantial or significant additions to or modifications of theory, technology, methodology or target populations which result in either a novel approach or the reformation of theory or a change in the state of the art. Such innovative developments may be positive (the addition of a new technique or clientele) or negative (the casting off of an obsolescent idea or method). The measure of innovativeness is the extent and scope of the resulting change in one or more of the four areas - theory, technology, methodology or clientele.

Gellman

### EMPIRICAL THEORY

Empirical or practice theory in vocational adjustment stems from the three broad approaches to employability preparation discussed during the first day of the conference. The first is the labor market approach which visualizes man as an abstract constellation of abilities, attitudes and motivation moving through the labor market until the pattern of abilities comes into juxtaposition with and matches a compatible schematic pattern of job requirements recorded in the Dictionary of Occupational Titles, known as the DOT (1965) and embodied in a specific job. The model works well for a large proportion of the labor force, those individuals who are in the labor market, who are accepted as workers and who adapt to the work culture. The model appears to be much less suitable for persons who either are excluded from the labor market because of disability or disadvantage or who exhibit work values incompatible with dominant work cultures. The model assumes a labor market view of man in which the DOT constitutes the primary map of the work world. There is question concerning the adequacy of this approach for the disabled and disadvantaged who are separated from the work culture and for whom the work climate and culture bridges may be important elements in work restoration. Korzybski's (1958) comment regarding maps and reality is pertinent. He points out that conceptual maps such as the DOT present a limited picture of reality. The disabled and disadvantaged appear to require maps of the work world which present a fuller picture of work reality.

The second model is social man embedded in family and group living. The quality of family life and social interaction creates a sense of self-worth and self-esteem which facilitates productive functioning in a work situation. The guiding concept is maintenance or development of psychological health and well-being for the total personality. "Man the worker" is seen as one not too well differentiated aspect of "total man." The psychotherapeutic or social service approach appears to be adapted to an organized community with accepted cultural values. It appears less well adapted to the problems of cultural disparity and underestimates the ability of the disabled to function productively despite "apparent" or real psychological difficulties (Delta, 1969; Jewish Vocational Service, 1967). In practice, work adjustment and emotional adjustment do not appear to be equated on a one-to-one basis.

The third approach, vocational rehabilitation, emphasizes the differential impact of disabilities and the varieties of work and life styles resulting from coping with the stress of disabilities. Adjustment to work is viewed as a developmental process culminating in a life style which incorporates the abilities to adapt to stressful situations and to develop an active approach to work.

Each of the three approaches contributed to the development of the vocational adjustment field. The labor market approach of the Department of Labor resulted in the DOT and the development of interviewing tools and techniques for the vocational analysis of individuals in the labor market. Social work furnished psychodynamic and psychosocial concepts which spelled out the relationship between the work sector and other life sectors and underlined the importance of supporting services in nonvocational areas. Vocational rehabilitation

Gellman

provided the concept of man as a worker and situational techniques which permitted the isolation and analysis of personal and interpersonal factors affecting the ability to function in a work setting.

The preceding statement leads to the first innovative theoretical development in vocational adjustment - the definition of the work sector (Gellman, 1961). The evolution of vocational evaluation and work adjustment presupposes a theory of vocational behavior. A first step in the formulation of a theory is the delineating and mapping of an empirical construct, the work sector or work reality within which vocational man lives and works. From one point of view, changes which occur during the process of vocational development prepare the individual to function in the work sector. Work is defined as a semi-independent, semidifferentiated part of life which demands productive functioning in a work situation. Since no single theory can encompass the totality of reality, vocational adjustment theory views selected those portions relating man to the world of work. Man is viewed in his productive and work roles rather than as multidimensional man. Jesse Davis' story of binocular rivalry and the eventual emergence of a tridimensional Raquel Welch illustrates the existence of incommensurable perceptions of reality. One can opt for Raquel Welch in whole or in part, but not both. The work sector furnishes vocational evaluation and work adjustment with the full-bodied picture of vocational man which is necessary for vocational adjustment.

The paper by Davis in this publication touches briefly upon the nature of the work world. Vocational rehabilitation views the work sector as a differentiated subculture, one of the many constituent subcultures which comprise the totality of a culture. The work culture with its value systems and ego models uses the vocational development process to shape and fashion work personalities compatible with the demands of work. The work culture may be considered also as a spectrum of work roles which define jobs and specify acceptable work personalities. The work roles characteristic of and peculiar to a given type of work society limit the work personality constellations which can function effectively in jobs. The relationship between work personalities and work roles is reciprocal. Work roles shape and mold work personalities; in turn, work personalities create and alter work roles. Davis' discussion of changing work roles points out that the introduction of a new or changed work role alters related work roles and modifies the expectations of appropriate behavior for participants in the work scene.

A second theoretical advance in vocational adjustment is the formulation of a theoretical construct, the work personality, which is analogous to the concept of the work sector. The work personality is an integrated constellation of behavior, attitudes, perceptions and role reactions to the personal and impersonal components of the work culture and work situations. The work personality is in part the behavior displayed in a work setting. The facets of the work personality form a patterned whole. Change in any one aspect will result in changes throughout the work personality. Perhaps one of the great innovations of the future will be techniques for restructuring selected aspects of the work personality. The elements of a work personality theory are discussed by Neff (1968), by Lofquist (1969) and in publications of the Chicago JVS (Gellman, 1953, 1954, 1965).

Gellman

A third innovative development is the recognition of continued vocational development throughout an individual life span. Alterations in the work personality which can occur at any stage of vocational development result in modifying work abilities, reactions to work satisfiers and dissatisfiers, the meaning of work and the attitudinal and behavioral components which pattern work behavior. Vocational evaluation assesses an everchanging work personality rather than an invariant, static personality. The evaluative task is to chart the direction of work personality changes and to parcel out parameters affecting the rate, scope and direction of vocational changes.

The fourth innovative proposition is the definition of work adjustment. Since work behavior is behavior in a culturally prescribed work role, work adjustment may be considered narrowly as job adjustment defined as the degree of compatibility between the work personality and the work role characterizing a specific job. A more general definition of work adjustment is concerned with the relationship of the work personality to the range of available work roles in the work culture. Any discussion of job adjustment should follow Lofquist (1969) in stressing the specificity of individual reactions to a particular job. An employee works on a unique job, at a particular time, for a specified firm or organization, with a given set of managers. The term job adjustment refers to the quality and type of relationship between the psychosocial field of the job and the work personality. The two types of work adjustment, general and specific, may exist and vary independently. Different techniques are required for assessing and developing job and work adjustment.

#### TECHNOLOGY

The four preceding theoretical propositions constitute the beginnings of an empirical theory which can set the stage for technological advances in vocational evaluation and adjustment. Theory is a prerequisite to innovative use of technological discoveries as is evident in the history of technology which is replete with forgotten or unused inventions. For example, although steam power was discovered during the Greco-Roman period, steam power was laid aside or treated as a toy until the nineteenth century when it was rediscovered and incorporated in the industrial process - similarly with the use of work as an assessment or therapeutic tool in vocational rehabilitation. Although the importance of useful, meaningful activity for the mentally and physically disabled was recognized early in history of western man, little effort was made to use work constructively. With the opening of the Perkins Institute workshop in the nineteenth century, there was awareness of the meaning of work without any attempt to use work as a planned rehabilitation technique. While men have talked about work and labor for millennia and complained for the same period, it is only in the last two decades that the rehabilitation movement is beginning to treat the work situation as an experimental chamber for conducting research in vocational adjustment. At the Chicago JVS, work serves as a tool for observation, evaluation and work adjustment of handicapped persons (Gellman, 1957). The term work refers to all types of productive activity paid or unpaid regardless of locale, whether in workshops, institutions or industry. The use of various locales for vocational rehabilitation purposes is illustrated in the workshops of the Arkansas (1970) and Atlanta rehabilitation centers (1970), institutional work programs (Washington, 1970) and the industrial program of the Cove project (Delta, 1970).



Gellman

The second technological innovation is the treatment of work personality as a series of patterned responses embedded in a situational field, or context, the work environment, which defines, gives meaning to and limits responses of the work personality. The work setting modifies the level and type of reaction of the work personality. Characterization of a work situation requires specifications of pressure, motivational levels, need satisfaction and patterning of work variables. The concept of the conjoined work personality/work situation constellation leads to the introduction of planned variations of variables as a technique for determining work potentials, for ascertaining changes in work personality patterns under varying conditions and for adapting the work personality to various types of work situations. At Southern Illinois University, Sanders (1970) is using operant conditioning to experiment with the effect of three different levels of motivation upon functioning abilities. The Atlanta Employment Evaluation and Service Center (1970) and the Chicago JVS (Gellman, 1957, 1965, 1967) vary work variables in workshops to ascertain the effect of the variables upon the work personality of clients.

The third technological change is the differentiation and use of the client's internal frame of reference to analyze the work situation. The internal frame of reference, the client's perception, is distinguished from the external frame of reference which is the consensual picture of the evaluator or counselor. The client is brought into the equation when the vocational adjustment program treats him as a participant and when his frame of reference is examined for its intrinsic value and for its correspondence to the work evaluator's definition of society's view of the "real work situation" (Delta, 1970). Davis in this publication reports that administrators' concepts of their clients' perceptions of a situation differ markedly from the client's perception of the same situation. The discrepancies between the viewpoints of different actors in the work scene can be explicated and used to develop new evaluative and adjustive techniques.

A parallel and related development is the use of the client's vocational history as a predictive tool in the vocational evaluation and work adjustment process. Evaluators and adjusters are shifting from the utilization of vocational histories as explanatory devices and beginning to view the client's vocational history as a map of his vocational future and as a picture of trends which will continue in the absence of major changes in the work personality or work environment. The history furnishes the evaluator with the client's construct of his work culture including significant variables, important figures and pathways or barriers to work adjustment. The client's schema offers the evaluator clues and predictors which can serve as guides for program emphasis in the adjustment process and as possible measures of program effectiveness. At the same time, the vocational history approach suggests another view of work adjustment. It can be considered as a technique for enabling the client to rewrite his vocational history and concurrently his predictions of his vocational future.

The fourth technological advance is the planned use of culture bridges to facilitate client adaptation to a work culture. The disparities between the disadvantaged or disabled client's frame of reference and that of the workshop or rehabilitation facility leads to issues of cultural compatibility and

Gellman

culture bridges which span the gap between the client's work culture and the modal work culture exemplified in workshops. The culture bridge concept unites various approaches to vocational rehabilitation concerned with experiential deficiencies and client misapprehension of work situations or roles. Among these are the workshop, the job tryout, the development of simplified English versions of instructions and tests, the collection and teaching of terms specific to an industry or occupation and adapting the client to the testing process by generating a change in the client's frame of reference. Test adaptation for the disadvantaged and dependent involves lengthening the pretesting period, repetition of tests, the use of change scores and the utilization of parallel test forms as study material. The Delta Foundation's program (1970) illustrates the use of industrial job sites for work acculturation. Clients spend two to three weeks at each of eight to 10 different work stations.

The three-phased work adjustment process of the Atlanta Employment Evaluation and Service Center (1970) exemplifies another type of work culture bridge. The first phase acculturates the client to work by spanning the gap between the client's culture and that of the workshop which combines aspects of the clients and the work subculture. Phase two and Phase three are progressively more stringent and more demanding. Phase three, the last stage of the workshop, approximates the rigors of competitive employment. The facility assumes that in part the problem of aiding the disadvantaged requires transformation of the client's internal frame of reference into one compatible with the demands of a work culture. After achieving a perspective of work goals, work roles and work satisfiers consonant with the modal work society, a client is psychologically ready to enter employment.

The fifth technological advance is the beginning of a systematic vocational classification of clients. The lack of a meaningful vocational classification is a significant commentary on theoretical paucity in vocational rehabilitation. At present most rehabilitation clients are categorized by the nature of the disability, demographic categories, biographical data or by type of psychological difficulty. Very few are classified in terms of vocational problems or work personality characteristics.

A promising beginning is found in Rehabilitation in the Concrete Jungle (Kunce, 1969) which presents an "Index of Rehabilitation Difficulties" for classifying clients in terms of potential for vocational rehabilitation. Although the index requires extension and refinement, it is an important beginning in a difficult field. Other schemata with implications for vocational evaluation and work adjustment are the Chicago JVS's work personality classification (Gellman, 1969) and Hershenson's (1968) vocational development system.

#### METHODOLOGY

Methodology and technique constitute another area of innovation in vocational adjustment. An important advance is the tentative formulation of principles for vocational evaluation based on the use of two types of hypotheses: (1) general hypotheses dealing with the individual as a worker and (2) specific hypotheses regarding the rate and direction of work personality changes

Gellman

with respect to work goals (Gellman, 1968). The hypotheses are formulated as probabilistic or conditional statements of client behavior with respect to work variables under specified work conditions. The importance of the general hypothesis is illustrated in an experiment based upon data gathered in constructing the Thematic Apperception Test. Ten years after the test was completed psychologists and psychiatrists were brought together and presented with case and test data for students who had served as guinea pigs 10 years before. The subjects were asked to use case material a decade old to predict the present status of former students. The experiment permitted immediate validation of evaluative hypotheses. There were sharp differences among predictors reflecting the interaction of subject with type of client and method of approach. Whereas some predictors did poorly, others succeeded in predicting the type of work being done, the type of firm in which employed, whether married, divorced, etc. Differences in predictive ability appeared to be based upon the predictor's ability to formulate and use a general hypothesis as a basis for deductive reasoning to behavior in specific life areas. Predictors who did not formulate integrative generalizations about the students did poorly. This intriguing experiment suggests the desirability and usefulness of a multidimensional-integrated approach.

The importance of a general hypothesis is illustrated in the work of Farnicky (Cobb, 1967) of the Johnston Training School who assessed the value of evaluation in a five-phase program in a state training institution. Clients were given a large number of tests of varied types and underwent various assessment techniques. Farnicky found that general evaluations were superior to specific evaluations and that the shorter the time interval between evaluation and behavioral testing of evaluative predictions, the greater the probability of predictive success. His results indicated that using Phase one to predict behavior in Phase two would provide a greater degree of success than if Phase one evaluations were used to predict behavior in phases three, four or five.

Deno's (Cobb, 1967) work with the mentally retarded is a third example of the importance of general hypotheses regarding subjects. Deno conducted a follow-up study of special education students who dropped out of school. Predictions of employability, etc., were made prior to the follow-up. Her subjects were representative of the out-of-school mentally retarded population. The group included acceptees and rejectees of the Minnesota Division of Vocational Rehabilitation. Deno found that using a general hypothesis to predict employability and vocational adjustment was more likely to result in correct predictions than limited specific evaluations.

A second methodological innovation is the heuristic combination of goal and pathway concepts similar to the PERK program in industry. Formerly our goals in vocational evaluation and work adjustment were general rather than specific, and directional rather than concrete. They were applicable to a class of clients rather than a particular client. Work adjustment counselors accepted client movement in the general direction of a far-off goal, ultimate employment, as a satisfactory measure of work adjustment. The attitudes of work adjustment programmers are changing. They are aware of the need for specific vocational goals and the importance of charting individualized pathways directed towards goal achievement. Vocational evaluation predictions are now conditional statements of the if-then type which incorporate goals. Work adjustment programming involves mapping a program by working backwards

Gellman

from goals set in the work evaluation and work adjustment processes. This procedure necessitates determination of the answers needed for each client and the predictive instruments required to individualize assessment and work adjustment procedures. The requirements for individualization of evaluative predictions will vary depending upon the nature of the problems to be dealt with, the workshop program to be used, the client's stage of vocational development, the type of work personality displayed and the nature of the work the client plans to undertake.

Specific hypotheses regarding client performance in demarcated areas of employability will be required in addition to the general hypotheses discussed previously. The specific hypotheses will be stated as propositions which forecast characteristic behavior, difficulties and probable outcome in vocational activities affecting employability, such as the ability to function productively in competitive or noncompetitive employment, the capacity for active job seeking, adequate performance in the job seeking role, the ability to secure and hold a job and potential for upgrading.

A third innovative technique is the use of the work setting to construct a work situation which serves as work reality for the client and which permits utilization of situational work factors to observe and modify work behavior. The Atlanta Center (1970) uses a series of three workshops graded in difficulty to maintain the necessary degree of work versimilitude as the client's work capacity increases. Rehabilitation projects such as Mississippi (1970) are beginning to use the client's internal frame of reference to construct a work situation which is real for him and which can be transposed into the socialized reality of work in on-site training or industrial work whenever the client is ready. The experience of the Atlanta project indicates that the shift to a true work situation is made smoother if we can specify observable and controllable variables such as the type of supervision, work pressure, co-worker relations, etc., which will permit the agency to use institutional and industrial settings for work therapy with clients. While competitive employment has therapeutic values, there are differences between work in the workshop and industrial work. The latter may be more limiting with respect to the type of work provided, the capacity of the work environment to cope with and control client behavior, the observational skills displayed and the therapeutic skills foremen utilize with clients.

A fourth innovative device is the use of groups to modify or construct client subcultures. Typical group programs take eight to 10 clients and place them in a group situation which leads to the development of a differentiated subculture and norms which can serve as cultural links to the work culture or to any desired subculture. Illustrative are group guidance and therapy sessions and the transfer of patients from an institutional setting to a community group as reported by Fairweather (1967). Other examples are employment clubs for workshop graduates and the use of client work groups in industrial firms.

A fifth major advance in technique is the increasing ability of rehabilitation projects to undertake a psychoecological analysis of the work environment. For the vocational evaluator or work adjustment counselor, the work environment includes in addition to customary job requirements the personal and impersonal nexus which integrates work roles and work personality demands

Gellman

into an integrated constellation. There is a reciprocal relationship between the work personality and the work setting. Lofquist (1969) points out that the work environment must enable the workers to function productively and to derive satisfaction from work. In turn, the work personality must be compatible with the work environment, capable of functioning productively and able to find satisfaction in the work performed. Work environments differ with respect to qualitative and quantitative features including work variables such as need satisfaction, pressure, interpersonal relations, etc. The job description is a general classification of a universe of positions. Despite similarities in job titles, all positions are unique and specific. Since each position in which a client is placed is different, job placement for the disadvantaged or deviate client presupposes an estimate of the suitability of the work personality and the client's possibilities for work satisfaction in the job in question. If the client's work personality is incompatible or markedly different from those of other occupants of the position, a psychoecological analysis of the position is required. The Washington RECOVER (1970) and Delta (1969) projects demonstrate the use of extended on-site institutional and industrial job sample to determine the tolerance of work environments for given types of work personalities. Lofquist's analysis of work adjustment and the work personality analysis of the Chicago Jewish Vocational Service (Gellman, 1969) indicate methods for conducting a psychoecological analysis of positions.

The use of experiential learning, the sixth major innovative technique, is changing evaluative and adjustment methods. The shift from teaching work behavior to using work activity to shape or develop appropriate work patterns has focused attention on learning while working. The workshop is seen as a situational tool in which the process of working and work experiences serve as catalysts for clients seemingly unable to benefit from insight or verbal therapy. Learning by doing programs may change work values and attitudes as well as behavior (JVS, 1970). If the work adjustment programs permit control of work variables as at the Atlanta Employment Evaluation and Service Center (1970), the usefulness of experiential learning techniques is enhanced. Increasingly workshops are better able to influence the experiential learning process with the development of methods for analyzing the work environment as a psychosocial manifold and for specifying and defining the work personality components which are modifiable in a workshop program. The experiential learning approach presupposes in addition the capacity to use situational techniques to mold the work personality in accordance with a desired work behavior model.

Two correlative methodologies are used to exemplify the experiential learning approach: (1) situational techniques which permit analysis of on-going work behavior and shifting the vocational pattern towards goal achievement, and (2) cue accentuation in the work setting. The latter technique involves differentiating and specifying work cues designed to generate particularized responses. Behavior modification, reinforcement and training are some of the techniques used to differentiate and underline cues for client responses.

Experiential learning methodologies necessitate developing improved observational techniques which provide more varied as well as more reliable and meaningful representations of the client at work. One possibility is to help the observer explicate his point of view and to train him to assume a

Gellman

variety of observational roles. Workshop foremen can be taught to use specialized observational techniques which reflect the perceptual viewpoints of various types of observers (Gellman, 1969). With adequate training, foremen can view clients using the perceptual framework of an employer, an industrial foreman, a counselor, a co-worker or a psychologist. The frame of reference adopted by the foreman focuses attention on preselected cues and behavioral patterns which can be interpreted differentially. Related areas of training for foremen observers include Hall's (1959) concepts of nonverbal language as the silent language of behavior and the use of observational scales specifying and defining significant behavioral items. With improvements in the methodology of observation and increasing ability to understand the silent language of clients, experiential learning will become a more important technique for modifying work behavior and attitudes.

#### TARGET POPULATIONS

Innovative developments in the fourth and last of the four areas - the target population - extend vocational adjustment techniques to hitherto unserved categories of clients. As we examine the history of rehabilitation workshops, we note the ripple effect which innovative technological developments have upon the number and types of clients served. The introduction of the clinically oriented workshop resulted in facilities which added the mentally retarded and the epileptic groups to workshop clientele. Other categories of physically, mentally or emotionally handicapped were served as rehabilitation facilities developed skill and familiarity with vocational adjustment techniques.

During recent years, vocational evaluation and work adjustment techniques were extended from the disabled to individuals exhibiting deviant behavior - the ex-drug addict, parolees and youthful offenders. At present, vocational adjustment methodology is being used with economically dependent groups (Atlanta, 1969), the recipients of public assistance (Arkansas, 1970), residents of inner city or model city areas (Illinois, 1970) and rural immigrants (Mississippi, 1970). In addition to these target populations, vocational evaluation and work adjustment techniques are being tested with the entire spectrum of persons separated from the work culture and the labor market: the dependent, the disadvantaged, the disengaged and the disemployed, the individuals who are pushed aside by our society and who need extended help to cope with the problems of entering, re-entering or remaining in the labor market. Other groups which will probably be served by vocational adjustment programs to a greater degree are in-school disadvantaged youth for whom school-workshop or school-work programs will be available, out-of-school unemployed youth and aged persons cast out by the labor market. The common thread running through the various groups cited in this section is the absence of a sustained relationship with the work world and lack of participation in a subculture which provides a basis for developing a work personality appropriate for the modal work culture.

#### CONCLUSION

The 1960's were an innovative decade for vocational adjustment. Building upon two developments in the 1950's - the vocational adjustment workshop and the concept of the work personality - the vocational adjustment field which includes

Gellman

vocational evaluation and work adjustment matured and moved from a pragmatic, atheoretical attempt to assist disabled persons towards becoming an applied science.

The innovations which followed the transformation to an applied science occurred in theory, technology, techniques and clientele. The beginnings of an empirical theory altered vocational evaluation practice, clarified the use of work as an evaluative and adjustive tool, led to re-examination of the work environment concept and improved understanding of the work personality in relation to the work situation. Technological developments were equally vigorous centering on use of the workshop, the control of psychosocial work variables, and the creation of culture bridges facilitating entry into the work society. Methodological innovations led to a more precise formulation of the principles of vocational evaluation and work adjustment programming and the employment of group techniques to construct client subcultures oriented towards productive work. The evolution of techniques for analyzing the work environment and the work personality make it possible to assess and provide vocational adjustment services to formerly unserved clients such as the dependent, disengaged, disadvantaged and disemployed.

The innovative developments discussed in this paper suggest that vocational evaluation and work adjustment programs will be used with most if not all disemployed persons. The vocational adjustment field now has the capacity to enhance the employability of the disemployed through: (1) a more competent analysis of the work personality and work environment, (2) helping clients recapitulate the process of vocational development, and (3) using psychosocial work variables to shape the client's work personality towards a productive work orientation.

The interplay between theory and technology in vocational adjustment has generated new concepts and approaches united by the techniques of vocational evaluation and work adjustment. One result is the extension of service to new types of clients as is evident in the reports of projects underway or recently completed. The success with these groups points to an emerging frontier - the application of vocational evaluation and work adjustment techniques to individuals unable to adapt to the exigencies of a demanding, work oriented, competitive economy.

Cellman

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STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES

STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE MANPOWER ADMINISTRATION

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STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
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Anthony Fantaci

Although several Employment Service state agencies had developed their own kinds of counseling programs prior to World War II, it was not until 1945 that a counseling program was begun on a national level. The great numbers of returning veterans whose needs were largely evaluational, adjustment and rehabilitative in nature particularly brought into sharp focus the need to concentrate on personnel trained to deal effectively with a range of manpower services that promised to become continuously broader.

Since most colleges and universities at that time did not provide as a part of their regular curricula the counseling preparation to deal with these types of problems, an attempt was made to provide the necessary skills on an in-house basis to those already employed by the Employment Service. A committee consisting of state, regional and national staff was formed to develop the first formal in-service training program to be adopted and utilized on a regular basis. The resulting training unit, an intensive eight-day program, was used by every state for many years. In 1949, the first set of counselor standards was developed.

During the 1950's it became more and more apparent that it took more than eight days to make a counselor. In other words, more continuous, in-depth and long-term training was needed to provide qualified personnel and to generally raise counselor standards. In 1958, selection standards for Employment Counselor Trainee, Employment Counselor I and Employment Counselor II were described. Specifically listed were: the acceptable education level; acceptable specialized courses; acceptable experience; and the required knowledge, abilities and personal traits recommended for each classification. For example, course areas suggested included guidance principles and techniques, analysis of the individual, personality development, occupational and industrial information and psychology courses. These standards represented a significant expansion over what previously existed.

To facilitate reaching these standards, out-service training programs were introduced. The states were strongly encouraged to provide agency subsidies and to consider various arrangements so that counselors could take advantage of needed out-service training, not only so that they could attain the minimum educational requirements, but also so that they might become generally better prepared to serve the needs of the people. Some examples of out-service training programs were: a full semester or more on campus, regular evening courses taken while working full time, regular courses during the day for which leave might be granted, regular summer school courses and specially designed short courses or institutes. Currently, out-service training programs are pervasive and remain a significant part of personnel development.

Fantaci

In 1959, detailed guidelines on preparing proposals for out-service counselor training were distributed to assist the states in taking full advantage of the training available.

In 1965, the revised and currently applicable standards for selection and development of Employment Service counselors were written. The realization of the increasing demands on the counseling role was reflected in the even higher suggested standards of selection. "To perform the job of employment counseling, the counselor must be able to see and help assess the whole person," states the introduction to these standards. Further it states, "He must be able to integrate the counselee's total needs with his employment needs as well as help the counselee to gain insight and self-knowledge during the counseling interview."

The guidelines specified that all classifications of counselor (i.e., employment, master and supervising) should have a Master's degree or its equivalent, and those individuals recruited without such preparation should be upgraded through out-service training.

Despite the increase in the availability and use of in- and out-service training programs, shortages of qualified personnel in the Employment Service continued to exist. This shortage became particularly evident in 1964 when the Department of Labor conceived its plan for a nationwide network of Youth Opportunity Centers (YOC's, operations outstationed in the community to provide specialized manpower services to disadvantaged youth), and there were not enough trained personnel to staff the centers.

To alleviate this shortage, the Department of Labor launched the first Counselor Advisory University Summer Education (CAUSE I) training program in the summer of 1964. In response to a nationwide recruitment program, 22,000 persons applied for the training to be offered in 38 colleges and universities across the nation. A total of 1,724 were selected, trained and certified by the department for work in YOC's. The eight-week academic program was designed to meet the training needs of the class called Youth Advisors, who had some experience with disadvantaged youth but who could not meet the qualifications for counselor.

Upon completion of the CAUSE I training in September of 1964, funds were made available for hiring of the CAUSE "graduates" by state agencies. As the YOC's became operational, the CAUSE trainees moved into them. By taking advantage of available university facilities, the first Project CAUSE significantly increased the number of personnel with college degrees in the Employment Service, and it provided trained staff in time for the opening of the Youth Opportunity Centers early in 1965.

A second CAUSE program was undertaken in the summer of 1965. This project had a four-fold purpose: (1) to help ease the critical shortage of counseling personnel nationally; (2) to improve the quality of Employment Service counseling; (3) to help train nationally those underemployed and unemployed persons who needed training to qualify for jobs that would utilize their skills to capacity; and (4) to bring in those indigenous people who, because of their own life experiences and community rapport, could better relate to the disadvantaged groups on which the Employment Service was beginning to place its emphasis.

Fantaci

ladder concept was not included in the community worker class, which the series replaced.)

This series was designed so that not only would the job of the professional be improved but those persons with less than professional qualifications would be given the opportunity to do work that was useful and meaningful. Also, the Employment Service during these years was steadily changing its philosophy and policy and had begun to assume a more active role in the employment field. The Human Resources Development (HRD) concept was introduced in 1966 to enable the public Employment Service to fulfill its social and economic responsibility to all those who wanted to work, regardless of employment barriers. This involved reaching out into the community and providing a wide range of manpower and supportive services to increase the employability of those unemployed and underemployed individuals in need of help. These efforts required the presence of personnel who could most effectively provide applicant services such as outreach, orientation, follow up and continuity of service and support in all program phases. And experience began to show more and more clearly that indigenous preprofessionals, due to their unique empathy with, and understanding of, the needs of those to be served, were often best able to do this.

Training at each preprofessional level was strongly stressed in these recommendations. In addition to this in-service training, it was felt that each preprofessional staff member should maintain continuous contacts with a counselor to consider his own career goals and to acquaint him with the career avenues available to him within the Employment Service. As well, the idea of supervisors of preprofessionals receiving thorough training was encouraged.

Manpower programs such as the Work Incentive Program and the Concentrated Employment Program began using extensively preprofessionals, especially coaches. In fact, WIN guidelines, in their incorporation of the Employability Development Model, specifically required the presence of a coach on each employability development team.

The Training in Manpower Services (TIMS) program, a modified version of CAUSE, was launched in the summer of 1968 to help staff WIN and CEP programs in manpower agencies. The aim of TIMS was to recruit 2,000 unemployed people who were indigenous to the poor community, to give them orientation and work experience training and to place them in training-related jobs. Two-thirds of those recruited were in the preprofessional categories primarily to serve as a bridge between the manpower agency and the disadvantaged applicant. It was designed that the remaining one-third would be hired to fill entry-level professional positions in counseling, job development and work training in WIN and CEP programs.

In order to participate in the TIMS program, state agencies were required to make a commitment to provide the trainees with jobs upon satisfactory completion of the institutional training. State Employment Service agencies were also required to set up career ladders to provide the trainees with upward mobility.

Fantaci

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Fantaci

Recruitment procedures for the program were designed to remove artificial barriers to employment. An important aspect of the recruitment process was the waiving of the written examination requirement for preprofessionals under the merit system. It also made it possible for preprofessional applicants to substitute work experience for education, thus eliminating the minimum education requirement.

The TIMS program was less than totally successful in that only 425 persons were actually trained and hired, primarily because the number of slots anticipated did not materialize at that time. However, a significant outcome of TIMS was to force the recognition that state merit system requirements for a high level of education and verbal ability were not necessarily relevant for all jobs. Familiarity with the disadvantaged community and ability to relate to the residents were becoming more important for preprofessional jobs than the more traditional written exams.

As time went on, it was the experience of state agencies that many preprofessional employees had the ability to perform at the professional level despite their lack of formal education. In 1969 this experience was reflected in a set of modifications which enables individuals who have demonstrated their ability in the preprofessional classifications of employment aide, employment agent and coach to be promoted to professional level work. Preprofessional experience and in-service training, which may be substituted for a college degree, can in no way be construed as a lowering of qualifications for an entry-level professional job. The Employment Service has realized that the nature of professional jobs is changing and that the skills a good coach brings to his job are every bit as valuable as the academic skills a college graduate brings to his job.

These new guidelines called for an advanced in-service training program to give the experienced preprofessional the skills and knowledge he needs to perform at the professional level. It was recommended that traditional training situations be avoided and that those innovative techniques more relevant to preprofessionals be utilized.

All this does not mean, of course, that college graduates do not continue to be a recruitment source for the entry interviewer job. This is still governed by the open competitive examination process. A separate promotional examination for the selection of preprofessionals which stresses quality of work performance, based on evaluation rather than a written test, was strongly recommended.

Most state agencies have now established a series of preprofessional job classes. As of January 1970, there were approximately 3,400 full-time preprofessional employees, drawn largely from disadvantaged groups (as opposed to 2,400 in January 1969).

Two federal programs dealing with the hiring and training of preprofessionals in public agencies have merged in the past few years and deserve specific mention. The New Careers program, begun in 1967, seeks to demonstrate that the restructuring of professional jobs in the public services (either in civil service or in private nonprofit agencies) will result in improved



Fantaci

services; more efficient use of professionally trained persons; purposeful, dignified jobs for the unemployed; and opportunities for advancement (a career ladder must be built into each project). Through the techniques of re-engineering professional jobs, tasks are extracted that require less than professional training, and from these specifications are established new jobs and new career ladders. The program attempts to meet critical local shortages - both current and projected - of professional personnel in such essential human service fields as health, manpower, education and welfare while providing new career opportunities for the disadvantaged.

Any state, local or private nonprofit agency performing a public service to improve the physical, social, economic or cultural condition of the community, which agrees to hire, train and provide avenues for upward mobility for unemployed, low-income persons can be reimbursed by the Department of Labor for training and salary costs. Enrollees spend half-time in job training and half-time in educational activities. There are now 112 projects operating with approximately 10,000 enrollees.

The Public Service Careers Program (PSC), of which New Careers is a part, is now being initiated. The primary objectives of PSC are to help secure, within merit principles, permanent employment for disadvantaged persons in governmental agencies of all kinds (not just those engaged in human service work) and to stimulate the upgrading of current employees. The latter not only allows career development for the individuals hired, but also helps meet the growing manpower needs in the public sector. PSC hopes to achieve its goals by providing funds to state and local governments and federal agencies to be used in innovative projects directed toward overcoming or eliminating those barriers - institutional, individual and environmental - which now prevent the most effective and efficient utilization of human resources in public service.

To develop the staff capability to meet the increasing manpower requirements of the Employment Service, we realize that we need to utilize all available resources for staff training and utilization. Especially if the Family Assistance Plan is passed, we would be faced with staggering demands upon the Employment Service. Also, the employability development team, which requires increased use of coaches and counselors, is currently a part of all WIN's and CEP's and will probably eventually be a part of all Employment Service local office operations.

There are several proposals now being developed to try to meet these projected staffing needs, especially of those staff whose major functions fall into the areas of vocational evaluation and work adjustment - the coach and counselor. One proposal, within the PSC program, calls for training to upgrade approximately 1,800 present employees in preprofessional categories. These employees would be enrolled in programs of upgrading to include academic training, OJT and training in work skills and all necessary supportive services.

Another PSC program being developed involves a major New Careers program in state Employment Service agencies. The New Careers models would be utilized to bring in approximately 2,000 entry employees in preprofessional categories. New Careers training would be directed toward helping these persons advance over a two-year period, through the career ladder, to become coaches and advance as work training specialists, job developers and counselors.

Fantaci

To increase counseling staff, a proposal is being developed which would recruit trainees from the preprofessionals at the third level (coaches) and those at the interviewer level.

The curriculum models for the counselor training would be developed nationally, adapting previously developed counselor training curricula presently in use and supplementing available materials as needed, either as an in-house operation or with the assistance of university consultants.

STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE COMMUNITY SERVICES ADMINISTRATION

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STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE COMMUNITY SERVICES ADMINISTRATION

by

Mrs. Margaret Graham

I am really talking in relation to the public assistance programs, and since this is covered by more than one administration in the Social and Rehabilitation Service, it seemed appropriate for an overall office to discuss this topic. The problem from our point of view is that our part in this program is essentially a referral function. Many of our clients in these programs have had some devastating experiences in trying to improve their lot. On the other hand, many of them learn techniques as to how to beat the system, and others also have learned some pretty effective self-preservation techniques for dealing with so called "helping" persons. One of these techniques that is very effective is that of doing nothing.

The life experiences that this kind of living has produced make it difficult for a referral service to seem helpful to the person who needs evidence of something concrete and needs it now.

One of the SRS projects which has been completed that dealt with rehabilitation of the public assistance client has really discovered that the usual approach in terms of work evaluation and work adjustment is not appropriate to this group of clientele. Testing, completing forms and explanations of the programs are ineffective - they do not have meaning. These people have filled out form after form which has gotten them nowhere. Explanations given to the less deprived and disadvantaged are almost jargon to our clientele. It was just more of the same talk that gets one nowhere.

Out of learning this, the project staff decided to develop what they call the "what can I do for you" approach. This may be unorthodox, but it yielded results. For example, a 20-year old school dropout came to the counselor and said he wanted the counselor to provide him with a college education so that he could enter professional work. The counselor immediately telephoned the local college to find out when he could make arrangements for this young man to come in. The college required an entrance examination. The date was set up; the young man went. He was unable to pass the college examination, so he could not be admitted. He did not blame the counselor for not giving him what he wanted; he blamed the college for not admitting him and eventually was willing to have a program of vocational education worked out for him. Another example is that of an arthritic woman who indicated that she wanted to be trained to work on a factory belt line. The counselor made no effort to try to discuss with her what this meant in terms of physical disability but made arrangements for her to have a short work experience of working on a belt line. She herself came to realize that she could not endure this kind of work and would

Graham

have to take training in more sedentary work. No amount of counseling would have overcome for her the deep conviction derived from the people in the community in which she lived that factory work was the only thing that provided an assured income.

Another technique that has been found effective in working with such clients has been what is called "instant intake." This meets the demand of the person to feel that something is being done now. The agency made an effort to have a counselor always available for any "drop-ins" so that the person was not told that Mr. so-and-so is not here today but was seen immediately and something tangible was done.

Going back to the topic which has been assigned to me, in terms of recruitment: in relation to public assistance programs, it really is not a matter of recruitment. I think it is much more a matter of selection. I feel that individuals in these agencies who are going to be involved in the cooperative arrangements that seem to be developing among the three agencies (manpower, social welfare, and rehabilitation) have to be selected on the basis of their faith that something can be accomplished. This relates to what I mean by the difficulties in the referral service. Referrals to either the employment counselor or the rehabilitation counselor can only have success when the staff member who is making the referral has that inner confidence in himself that something is going to be done, because the recipient gets the nonverbal communication much more clearly than he does the verbal communication. Some of this conviction comes out of a period of having worked together and having confidence in each other, which is one reason that I have been so delighted to notice the tendency to have the three agencies all working in the same physical location. We all know that exhortation and coercion do not work. It has to be the sure feeling that something will be done that comes through clear and loud in the nonverbal communication.

On the side of staff training, one of the things that really needs to go into the training of the assistance worker is how to assess the situation. Much of this deals with observation techniques. The majority of the families are female headed households. The female already has one work role consisting of her home responsibilities, cooking, cleaning, washing, ironing, child care, etc. It is possible for a worker to observe the activities of this sort that rest upon this woman. The worker can know whether she has to do her washing at a sink in the kitchen or whether there is a coin-operated laundry in the block. This makes a lot of difference in the work load of the homemaker. The worker can be taught to use observations in assessing referrals in regard to the medical situation, some from observation of physical appearance (missing teeth, physical deformity). The worker certainly can assess from observation the energy of the individual who is going to be referred and there should be actual information in the record or through the contacts of clinic visits, illnesses, etc. The work history and education of the individual are extremely important in assessing the feasibility for job training. There is no need to recount the findings that come out of various demonstration projects in relation to these two things. The age of the trainee is important in relation to the kind of job for which he might be trained. In one of the projects, the younger trainees were willing to take the training jobs that are in the competitive labor market. The older trainees tended to prefer and have more success in jobs that met dependency needs of other persons, such as licensed practical nursing, child care, etc.

Graham

Another thing that needs to go in the agency training in our programs for the worker who will be dealing with individuals who are going to be entering training programs to enter into the work world is a full knowledge of his own agency's resources for supporting services as well as other community resources. For example, if it seems well that a mother be entered into a training program, is there going to be a homemaker service available in the event the children become ill? This again is the kind of thing that needs to go into the training of the worker who is going to assess the situation in terms of a referral for job training. The training program could be spelled out in detail, but this is illustrative.

In regard to the final statement, the development of staff, I would hope that each agency could have a member on its staff who has sufficient free time to review and assess the research and demonstration projects that are being conducted in this area. This should not be somebody who is designated as a research person in the agency but should be a person who is related to the program to be able to draw out experiences and findings that are applicable to the ongoing program in the agency situation. One of the program objectives for the Office of Research, Demonstrations and Training for 1974 is to develop means for better dissemination of research and demonstration findings.

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**STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE REHABILITATION SERVICES ADMINISTRATION**

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STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE REHABILITATION SERVICES ADMINISTRATION

by

Ralph Church

The 1954 amendments to the Vocational Rehabilitation Act provided the authority and resources necessary for carrying out a comprehensive and long-range program of training qualified rehabilitation personnel in order to sustain the vitality of the nation's rehabilitation effort. Since that time thousands of individuals have participated in professional development activities in such fields as rehabilitation counseling, medicine, dentistry, nursing, occupational therapy, physical therapy, prosthetics and orthotics, psychology, recreation for the disabled, social work, sociology, speech pathology and audiology and rehabilitation facility administration. In addition, grants have been made for such specialized purposes as rehabilitation of the blind, deaf, mentally retarded and public offender. The goal has been to recruit and train rehabilitation personnel for the broad spectrum of human services professions and more specifically to meet the manpower needs of the public program of vocational rehabilitation, rehabilitation centers and sheltered workshops.

In 1955 a total of 201 trainees were enrolled in 49 different programs at a cost of \$609,146. In addition, 873 individuals received short-term training at a cost of \$181,476. In FY 1969 a total of 5,828 students attended long-term programs, and another 9,100 received short-term training related to some facet of rehabilitation. Some 650 grants were made to 275 different colleges, universities or other institutions. Total monies appropriated for these various programs came to \$37,170,000. Federal grants for professional training, staff development and continuing education programs have been a potent influence in the expansion and upward trend of the rehabilitation movement in the past 16 years.

An outstanding cadre of academicians, researchers, representatives of governmental rehabilitation, manpower and welfare agencies, and a host of practitioners from both the public and voluntary operating sectors have assembled for this National Invitational Conference on Vocational Evaluation and Work Adjustment Services. The next three days will be given over to intense exploration and evaluation of every facet of this important process, the client populations it is prepared to accommodate and the ways in which rehabilitation, manpower and social welfare agencies can better relate to one another in the application of the process.

This paper will review the history and growth of the Rehabilitation Services Administration's effort to provide the field with trained vocational evaluation and work adjustment specialists and practitioners. These are the individuals who usually operate in the rehabilitation center, sheltered workshop or similar unit. They may apply simulated or situational techniques of evaluation and adjustment, depending on the circumstances or vocational setting. These techniques may be combined with other approaches when necessary. At the very outset it is well to re-emphasize the impact of the 1954 amendments



## Church

to the Vocational Rehabilitation Act, which not only provided the training authority but also the legislative base for relevant research and demonstration projects, as well as the authority to establish rehabilitation facilities.

Prior to 1954, rehabilitation facilities were used rather infrequently by the vocational rehabilitation counselor for the purchase of case service for his client. In fact, less than 2,500 state vocational rehabilitation clients were served in rehabilitation facilities in 1955, and expenditures for this purpose totaled less than \$1,000,000. However, there was great interest in the potential facilities had in the area of vocational evaluation and work adjustment services. The 1954 legislation provided the wedge not only to improve and expand the physical aspects of facilities and to greatly redesign the service module heretofore inadequate, but through research to explore the capacity of facilities to provide specialized services. The research element was able to isolate and demonstrate the effectiveness of various techniques and methodologies and to test them out in a variety of settings. As services improved in the sheltered workshop and rehabilitation center, utilization of such resources by state vocational rehabilitation agencies greatly accelerated. From meager use in 1955, referrals had jumped to 132,000 clients in FY 1969 when expenditures for such services climbed to \$62,000,000. The services most often requested were those of vocational evaluation and adjustment training.

This background is important, for as referral loads increased significantly, so did the interest in and need for trained rehabilitation personnel. Pressure increased from state vocational rehabilitation agencies for quality services provided by trained personnel. It was only natural then for the federal partner in the state-federal program of vocational rehabilitation to turn some of its training resources toward the preparation of personnel to work in the field as evaluators or to function in the area of work or personal adjustment.

Federal training resources have been channeled in a number of directions simultaneously. Not only have a number of programs been established for the training of professional and support staff, but institutes of various types have been held through the years to develop greater awareness in the field of the potential and effectiveness of the vocational evaluation and work adjustment process, to transmit important research findings, and to bring together experts for conferences, such as the one that brings us together today. At this point I would like to present a summary of the ways in which funds of the RSA Division of Training have been used in the past few years for these purposes:

- Regional short-term institutes have been held in Iowa, New York, Hot Springs, Boston and in other locations, bringing together vocational rehabilitation counselors, state agency administrative personnel, facility representatives, training specialists, etc., for the exchange of information and ideas and discussions related to the techniques and usefulness of vocational evaluation and work adjustment services within a region.

## Church

- The RSA Division of State Program Administration sponsors "Institutes on Rehabilitation Services" each year for the purpose of defining rehabilitation problems and developing solutions so that more and better services can be provided by state vocational rehabilitation agencies. Study groups associated with the Institutes gave intensive effort to evaluation and adjustment in both 1965 and 1966. These efforts brought forth two documents: "Training Guides in Evaluation of Vocational Potential for Vocational Rehabilitation Staff" in 1965 and "Guidelines for Organizing Vocational Evaluation Units" in 1966.
- The regular RSA training programs which are geared to the development of clinical staff and administrative leadership for rehabilitation facilities have been utilized extensively for providing short-term training in evaluation and adjustment. These particular programs are located in universities and national associations, such as the International Association of Rehabilitation Facilities. Direct grants may be made in the form of supplemental funding for specific short-term training purposes.
- This national Invitational Conference on Vocational Evaluation and Work Adjustment Services is the third in a series of conferences on the subject which have been held in the past 15 months. The first was a "Think Tank" Workshop held at Stout State University in March 1969. It brought together a representative group of experts who felt the time was right to begin pulling together the various aspects of this field for review and interpretation. An outgrowth of the March 1969 meeting was a national conference held in Denver, Colorado, in July 1970, and attended by close to 100 professionals from the field of vocational evaluation and work adjustment. All three of these conferences have been supported, in part, by RSA's Division of Training. In all three, a consortium of RSA-supported universities and SRS Research and Training Centers have collaborated.

In addition to these important efforts, a number of certificate and degree programs in evaluation and adjustment have been established to bring trained personnel into the field:

- In September 1957, a five-week certificate program was established at the Institute for the Crippled and Disabled (ICD) in New York City to prepare evaluators in the use of the TOWER work sample approach to vocational assessment. The course does give those who attend a thorough briefing on other approaches to evaluation such as work adjustment techniques, the General Aptitude Test Battery, etc.
- In 1966 a planning grant was made to Stout State University, Menomonie, Wisconsin, for the purpose of establishing a master of Science degree program with a specialty in work evaluation.

#### Church

The first class graduated in 1967. This is a 12-month program and includes nine months of academic classroom instruction. There is close integration of theory and practice. In addition to the degree program, Stout State provides short-term training opportunities primarily for the states comprising the HEW Chicago region.

- Auburn University in Alabama initiated a program in March 1967 for the purpose of providing in-service training for states in the HEW Atlanta region. In addition a certificate program was developed and students can matriculate three times a year. The certificate program consists of six weeks of campus instruction and four weeks of supervised clinical practice. Eight hours of undergraduate or graduate credit is given those who successfully complete the program. A Master of Science degree program is being developed at Auburn.
- The University of Arizona at Tucson admitted students in September 1968 to a program leading to a Master's degree in Vocational Evaluation and Work Adjustment. This program consists of related philosophy, courses in vocational potential, job samples construction, labor market analysis and 450 hours of clinical practice.

This paper has attempted to give a historical and sequential picture of RSA's training activities with respect to the delivery of vocational evaluation and work adjustment services. Though the field of evaluation and adjustment is in a somewhat embryonic state of development, the technologies and methodologies are being refined, facilities which will use the techniques are being established, expanded or improved, and some personnel are being upgraded or newly trained to enter the field. Much more needs to be accomplished in the area of training, especially with the possible enactment of the Family Assistance Plan and its new responsibilities for VR, or the funding of Section 15 and the implications it holds for VR with respect to new client populations. When one considers these possibilities concurrent with VR's basic client population, it is obvious that additional personnel, skilled in the application of evaluation and adjustment techniques, will be required. Our efforts to develop a training capability for the field have been successful. We are concerned, however, that important programs on the verge of turning out significant numbers of qualified rehabilitation workers will reach a production plateau too soon. Additional resources must be found in order to avoid slippage, so that we can be prepared to utilize the vocational evaluation and work adjustment process effectively at the time it is most needed by disabled and disadvantaged individuals.

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DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE SOCIAL AND REHABILITATION SERVICE, RESEARCH AND TRAINING CENTERS

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Welfare  
Washington, D.C.

STAFF RECRUITMENT, TRAINING AND DEVELOPMENT ASSOCIATED WITH THE  
DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES:  
THE SOCIAL AND REHABILITATION SERVICE, RESEARCH AND TRAINING CENTERS

by

Joseph Fenton, Ed.D.

The Division of Research and Training Centers of the Social and Rehabilitation Service administers a program of grants to universities or other institutions affiliated with universities that have the expertise and resources to carry out research and teaching in all rehabilitation disciplines. The programs, designated as Research and Training Centers, are administered as distinct organizational and physical entities. The centers are basically established for the purposes of:

- Attracting outstanding personnel to establish a stable program of research and training which emphasizes the coordinated utilization of resources, personnel, equipment and funds in a continuing effort to develop more effective and efficient services, techniques and methods of rehabilitating disabled persons
- Advancing scientific knowledge concerning all aspects of the rehabilitation process through creative research programs
- Training professional and allied personnel in the physical, social, psychological and vocational components of rehabilitation
- Disseminating new research findings, methods and techniques and promoting their utilization.

The Research and Training Center program began in 1961 and is authorized under the Vocational Rehabilitation Act as amended (29 USC Ch. 4, Section 31). There are currently 19 centers concerned with four different areas of rehabilitation specialization - 12 specializing in the medical aspects of rehabilitation, three in vocational rehabilitation, three in mental retardation, and one in the area of deafness.

During the past year the centers have placed increased emphasis on rehabilitation problems and delivery of service to the economically disadvantaged population and the development of research projects and training programs that are responsive to state agency and regional social and rehabilitation research and training needs.

The three research and training centers for vocational rehabilitation are university based and affiliated with a state vocational rehabilitation center. They are the University of Arkansas affiliated with the Arkansas Rehabilitation Center at Hot Springs, the University of Pittsburgh affiliated with the Pennsylvania Rehabilitation Center at Johnstown, and the University of West Virginia

Fenton

affiliated with the West Virginia Rehabilitation Center at Institute. These centers have been established for the purpose of focusing attention on the work adjustment problems of individuals with physical or mental disabilities. Research is undertaken on behalf of the disabled in such areas as work motivation, human engineering, counseling and industrial psychology as well as selective, predictive and training instruments to aid the disabled to attain greater success on the job.

The training responsibilities of the centers include the development of procedures for the dissemination of research data in order to assure the implementation and utilization of new findings at the earliest possible time. Long-term as well as short-term training programs of all types are sponsored for professional, technical or volunteer personnel and undergraduate and graduate students in any of the professions engaged in rehabilitation.

Of prime importance is the knowledge that it is the desire of the Department of Health, Education and Welfare and the Social and Rehabilitation Service for all Research and Training Centers to be engaged in activities that are "applied" and relevant in nature and that the Research and Training Centers develop programs which are responsive to the research and training needs of the HEW regional office, state agencies and voluntary organizations. The Research and Training Centers should, therefore, be viewed as a resource arm to assist in the exploration of areas of concern in the vocational rehabilitation process and to serve as a medium for the training of all personnel involved in rehabilitation of handicapped individuals. I am pleased to call your attention to the fact that the three vocational rehabilitation Research and Training Centers (Arkansas, Pittsburgh, West Virginia) have contributed substantially to new knowledge and training in the important areas of concern to this panel, namely - staff recruitment, training and development in vocational evaluation and work adjustment programs.

As an example, one phase of the current training effort of the University of Arkansas Rehabilitation Research and Training Center is to provide training in interpersonal skills for both professional and nonprofessional personnel in rehabilitation and related "helping professions." The training approach is based on a large number of research studies and pilot training efforts which have demonstrated the importance and effectiveness of this training. The research studies show that three basic characteristics or qualities have been found to be essential in any helping relationship. These therapeutic ingredients are: accurate empathy, nonpossessive warmth and genuineness. The studies point to the conclusion that: When counselors communicate at a high level of accurate empathic understanding, nonpossessive warmth and genuineness to their clients, there is consequent client improvement; and when counselors communicate at low levels of accurate empathy, nonpossessive warmth and genuineness, there is consequent client deterioration. Depending on the level of these conditions communicated, counseling can be for better or worse.

In 1967 the Arkansas Research and Training Center in collaboration with the Association of Rehabilitation Centers sponsored Symposia in Pittsburgh and Colorado Springs which focused on "Supportive Personnel in Rehabilitation Centers: Current Practices and Future Needs." The workshop proceedings, published under the title of the symposia, includes position papers presented

Fenton

by major voluntary rehabilitation and health related agencies on the use of supportive personnel in rehabilitation facilities as well as one presented by Robert A. Walker of the Minneapolis Rehabilitation Center on the topic of "Vocational Evaluation and Training."

A training project at the University of West Virginia focused attention on maximizing the contribution of the teaching staffs of rehabilitation centers, particularly the vocational trainers. Three major areas were identified. The first area was the instructional area itself. The second was that of interpersonal skills, and the third area identified was the potential of vocational instructors to effect beneficial behavioral change in training clients. Accordingly, a Human Relations Training Package (HRTIP) with three subdivisions was developed as follows:

1. In the instructional area, the Research and Training Center adopted a project entitled "The Art and Science of Teaching." This textbook embodies a course for vocational instructors in a rehabilitation setting. Its purpose is to teach the vocational instructor how to formulate better lesson plans and how to utilize programmed instruction and other training aids. The textbook also introduces the instructor to principles of good teaching and familiarizes him with those characteristics that typify the successful teacher.

A collateral syllabus was developed for the textbook for the supervising person who teaches the on-line instructors. It details the procedure for carrying out the course of instruction contained in the textbook described in the preceding paragraph. Thus, the two volumes taken together represent a complete, integrated program for any rehabilitation facility so that the teaching skills of its vocational instructors can be improved.

2. The University of West Virginia Research and Training Center also developed a sensitivity training program. This, like the instructional package detailed above, has two manuals - one for the on-line instructors, entitled "Interpersonal Relationships," and one for the supervisor who is going to teach the instructors. The sensitivity program is designed to help vocational rehabilitation instructors realize their own potential to work effectively with others in a variety of situations. By acquiring greater sensitivity, instructors can join forces effectively with counselors and others of the therapeutic staff to bring about improvement in the client's psychological status. Such a training experience promotes (a) self-insight, (b) better understanding of others, and (c) greater appreciation of one's own impact on others.
3. The third area (i.e., the capacity of the trainer to be an agent of behavioral change) is dealt with in a manual entitled "The Behavior Change Process." This manual takes the principles of learning that have been developed in the

Fenton

psychology laboratory (e.g., reinforcement, discrimination) and applies them to the typical problems a vocational instructor may face (e.g., how to motivate the "lazy" student, how to handle the aggressively destructive student, etc.). Here the emphasis is on changing the client so that he becomes a more receptive participant in the rehabilitation process.

Another University of West Virginia Research and Training Center publication pertinent here is titled "Toward an Empirical Definition of Client Evaluation," in which a system of improving evaluation programs by translating subjective probability statements into precise objective terms is suggested.

The University of Pittsburgh Research and Training Center in Vocational Rehabilitation has made important contributions to the human assessment and adjustment field. They are exemplified by noting the following publications that have emanated from the center's research and training activities:

"Assessment and the socially handicapped: abstracts of professional literature of potential significance to research and training in vocational rehabilitation"

"State of the art in vocational evaluation: report of a national survey."

"A comparison of certain characteristics of mentally retarded trainees in a rehabilitation center as they relate to success or failure in vocational training programs"

"Integrating the disadvantaged into the residential vocational rehabilitation center"

"Bibliography of vocational rehabilitation with emphasis on work evaluation"

"Some recent advances and research in vocational evaluation"

"Rehabilitation counselor training programs and the vocational assessment process"

The role and cooperation displayed by the University of Pittsburgh Research and Training Center in cosponsoring the National Invitational Conference on Vocational Evaluation and Work Adjustment Services is characteristic of Research and Training Centers' responsiveness in seeking solutions to important problem areas.

I am pleased to have been given this opportunity to provide you with background information about the Research and Training Centers of the Social and Rehabilitation Service. I do hope the role and responsibilities of these centers have been clarified and their potentialities as a resource to work cooperatively with both official and voluntary agencies on vital research and training problems requiring resolution have been made clear.



Fenton

The Research and Training Center Division of SRS has vigorously encouraged the centers to be responsive to state agencies' needs through the mechanism of a R&T Center Regional Advisory Committee consisting of representatives of the HEW regional office, state rehabilitation agencies, the university, voluntary agencies and the R&T Center. Through committee deliberations, major research and training needs are surfaced which then become a part of the center's program plan. The three Vocational Rehabilitation Research and Training Centers have an impressive record of collaboration in research and training activities with the central and regional offices, state rehabilitation agencies, the Council of State Administrators of Vocational Rehabilitation, the National Rehabilitation Association, the International Association of Rehabilitation Facilities and many others.

The three Vocational Rehabilitation Research and Training Centers are represented at this National Invitational Conference by Dr. Vernon Glenn, Director of the Arkansas R&T Center; Dr. Leonard Wendland, Director of the Pittsburgh University R&T Center; and Dr. Ranjit Majumder, Director of Research of the University of West Virginia R&T Center. They will be more than pleased to meet with you and answer questions about the specific research and training activities of their centers, the availability of the publications referred to earlier, and the ways in which the R&T Centers can be responsive to specific research and training problems that are universally significant to the planning and provision of vocational evaluation and work adjustment services.

REPORTS OF DISCUSSION GROUPS

## REPORTS OF DISCUSSION GROUPS

### INTRODUCTION

The National Invitational Conference on Vocational Evaluation and Work Adjustment Services was specifically designed as a "shirt-sleeve" working meeting. An ambitious set of objectives was adopted by the planning committee and a program was developed that facilitated the achievement of the objectives.

Two major techniques were employed in the exploration of current trends and future expectations regarding the development and delivery of vocational evaluation and work adjustment services through manpower, social welfare and rehabilitation programs: (1) federal agency background papers were prepared in advance of the conference, and (2) conference discussion groups were charged with specific tasks. The discussion groups were carefully constructed to ensure that each group contained representatives of federal and state manpower, social welfare and rehabilitation programs; rehabilitation facilities; universities; national professional and institutional organizations; and directors of research, demonstration and training projects on vocational evaluation and work adjustment. The group leaders and recorders were university people selected for their expertise in matters pertaining to vocational evaluation and work adjustment and who work as a team on their respective campuses.

The pages that follow contain the essence of the deliberations of the discussion groups and their responses to the following assignment:

1. In regard to a neighborhood, city or county, develop a system to carry out the functions of individual assessment and service planning with emphasis upon the more "complicated or difficult" cases who need a formal and comprehensive evaluation as carried out under the vocational evaluation and work adjustment process. In the development of the system, consider the following minimum factors: (a) target groups to be served, (b) organizational patterns for service delivery, (c) funding arrangements. Extend pertinent aspects of the system to statewide and national considerations.
2. Identify problems in vocational evaluation and work adjustment which lend themselves best to exploration through research and demonstration projects.
3. Determine appropriate follow-up and implementation actions for the conference.

## REPORTS OF DISCUSSION GROUPS

### GROUP A

by

Walter A. Pruitt, Ed.D.

The meeting was initiated by the group leader reviewing the objectives outlined for the task group. While there was some concern about defining the basic terms utilized by the three federal agencies represented (Department of Labor, Community Services Administration and Rehabilitation Services Administration), it was the consensus that too much time would be spent discussing semantics. In passing, it was noted that often the same terms have different meanings within the different agencies, and often different terms refer to the same concepts. It was opined that there is a need for a common terminology within the field and that the terms should be descriptive of the steps within the service process.

Prior to zeroing in on the outlined objectives, some time was spent discussing some of the tangential aspects of the central problem. Some concern was expressed about the following topics: (1) duplication of services, (2) the goals of the Family Assistance Plan, (3) the capabilities of the different agencies, (4) the need for coordination of effort, (5) the need for cooperative agreements, (6) the need for joint funding and sharing of administrative responsibilities, and (7) the need to try out new models of cooperative effort. It was also suggested that agencies be encouraged to purchase service from other agencies and the private sector rather than duplicating services.

Target groups: It was noted that although everybody needs some type of evaluation services, not everyone needs the same type. Due to the overlap in meaning, there was dissatisfaction with the terms disabled and disadvantaged. It was suggested that the target group for the concerned agencies are those people who cannot make it into employment or training through the normal guidance channels. A secondary target group would be those classified as the "working poor," i.e., those persons with large families whose income is insufficient for adequate support, and those persons who are only marginally employed. It was also determined that proper concern be given to the children in the Family Assistance Plan prior to their age of employability in order to assist them with their vocational development. This could be accomplished by working through the school system using the expertise of vocational rehabilitation.

The vocational evaluation and work adjustment system: It was conceptualized that this system has many entry points and identifiable phases.

Phase one of the system should provide for screening to determine the client's need for further evaluation and/or work adjustment services. At the entry point in the system, employability is assumed. Those persons who can go into training or employment with a minimal orientation, counseling, testing and/or a brief work evaluation will not progress to Phase two of the system. At this stage, some provision needs to be made to obtain a current medical history or to obtain a medical examination if necessary. The family assistance need should also be determined at this initial phase.

#### Group A

Referral may occur at the end of Phase one or at some later point. This is dependent upon the capability of the intake agency to provide the necessary evaluative and adjustment services. When referral is made, the pertinent client records should go on to the agency. At critical points the client should be told of the results to date and the questions which further evaluation should answer.

Phase two of the system should provide for intermediate levels of evaluation and work adjustment services. Services at this level may be performed by the intake agency or by referral. Evaluation within this phase should focus upon the client's vocational potential and with determining vocational objectives. If the client is not ready for training or employment at the end of Phase two, he will advance to the next level.

Phase three is for those clients who need extended evaluation or long-term work adjustment services. Phase three clients are those traditionally served by vocational rehabilitation, and this agency has the best capability due to its long experience. Clients who go on to this phase are usually the severely disabled and/or those with multidimensional problems.

Phase four should provide for advancement into training, other services or employment. The employment may be competitive, sheltered or homebound. In the event of limited employment activities, some provision needs to be made for public-support employment. The system should provide for recycling of the client when and if the need arises for further services. Joint staffing should take place at all levels of the system, especially at the critical decision points where determination is made for advancement to a higher phase of evaluation and adjustment. The system as conceptualized goes from specific short term at the initial phase to intense services within a broad scope of possible services within the latter phases.

The above four phases tend to describe an overall service delivery system rather than the client evaluation aspects specifically. This indicates that the concept and process shades in both directions from the central or clearer area involved in Phase three. It should be kept in mind, moreover, that not all clients enter Phase two and even more bypass Phase three which is intended for the more "complicated" cases. In Phase four, we have in a sense moved beyond evaluation except for follow-up as appropriate.

To improve the system as it now exists requires a number of innovations. The following changes are suggested:

1. For the working poor and other nondisabled groups, there is a need for more socially acceptable ways of providing evaluation and work adjustment services.
2. There is a need for refined screening and evaluation techniques. There is some question as to capability of many counselors, interviewers and caseworkers to do an adequate job of screening.
3. There is a need for a brief or no waiting period for services.

Group A

4. There is a need to involve the family group and to elicit their support.
5. There is a need for an improved outreach program in order to make these services available to all who need them.
6. The system needs to provide different levels of evaluation resources. The agencies and the techniques to be used should be determined by the questions asked.

In light of existing funding which is inadequate to provide expanded services, some priorities need to be established to determine who will be served first. It was noted that there are forces in the communities which oppose the cooperation of certain groups. These forces need to be recognized and countered.

Organizational patterns of service delivery: The many problems of delivery of services to rural areas were discussed. It was suggested that it is often easier to move tool, technique and evaluator about in the rural areas rather than to displace clients and their families. Mobile evaluation units were recommended as one answer to the problem.

It was noted that it is not always possible to maintain either the scope or quality of evaluation in many outlying areas. However, it was felt that some evaluation (regardless of its sophistication) is better than none. In the rural areas, the quality of evaluation may be determined more by expediency rather than actual client need.

As noted earlier, there are many entry points in the evaluation and work adjustment system. The attitude of the client may determine the type of agency he selects to enter the system. The emergent problem may also affect whether the client first seeks aid through a health agency, a school, employment service or a welfare agency. While each agency has its specialized services and has the most capability to deliver these services, the rehabilitation facility is best and most competent for the client who needs intense or extended evaluation and adjustment services. This is especially true if the vocational problems center around the personal-social functioning of the client.

The national economy, geographic area and rate of unemployment will also affect the type of evaluation and work adjustment services which are offered to clients of the respective agencies. It was noted that there is no one-to-one relationship between the types of evaluation and work adjustment services offered by specific agencies and their capability for the efficient delivery of these services. An example given was the broad range of competencies between various community workshops. It was also suggested that there is a need for few and different types of community facilities.

Recommendations: A number of specific recommendations were made in order to provide a better system of service delivery:

1. When two or more agencies are involved with a single client, it should be spelled out who is to do what at each level where decisions are made about the client.

Group A

2. Since clients of several agencies may be involved in a specific program, there is an apparent need to equalize the client stipends.
3. Joint funding programs should be tried out in demonstration programs to test out the effectiveness of the concept.

## REPORTS OF DISCUSSION GROUPS

### GROUP B

by

Neal D. Little, Ed.D.

Preliminary to focusing attention on the assigned task, the discussion group attempted to establish a common frame of reference concerning selected aspects of vocational evaluation and the evaluation process.

Questions evolving from the preliminary discussion which provided a topical outline were:

1. Are we realistic in expecting to achieve uniformity and consistency of terminology? The problems and confusion resulting from the vague, ambiguous and nonexplicit terminology presently used in our attempt to describe and define the evaluation process, evaluation programs, procedures and techniques were discussed, and several approaches toward achieving greater uniformity and consistency of terminology were presented.

- a. Appoint a task force of representatives from all agencies and organizations concerned with and involved in the planning and provision of vocational evaluation and work adjustment services. The task force should be charged with the responsibility of clarifying and defining terminology and the dissemination of recommendations for an acceptable and uniform terminology.
- b. Universal adoption of the terms and definitions provided in the legislation pertinent to evaluation and the evaluation process.

It was concluded that uniformity of terminology may be an impossible quest and perhaps more emphasis should be given to objectives and process rather than upon what they may or may not be called.

2. Are all handicapped and/or disadvantaged persons capable of being rehabilitated? In the discussion pertinent to this question the group underscored a conclusion rendered by Dr. Joseph Hunt (CSA) that "such an assumption is nothing more than a myth." In support of this position, one member of the group reported on a project involving the screening of 2,000 AFDC (Aid to Families with Dependent Children) and APTD (Aid to the Permanently and Totally Disabled) recipients. Of the 2,000 persons screened only 200 were adjudged to offer rehabilitation potential and were subsequently entered into a program of services. Final statistics relative to outcome are not yet available, but it was reported that despite the selection process and small percentage offering potential for rehabilitation the absentee rate of this 200 was three times greater than the "other" handicapped individuals receiving services in the same facility.



#### Group B

In further discussion of the realism of the assumption "all handicapped people are capable of being rehabilitated," it was pointed out that a program forcing AFDC mothers to work would in many cases be a punitive rather than an assistive or service program.

It was concluded that the idea that all people should go to work was unrealistic, potentially punitive, and should be discarded for a more enlightened view.

3. Do the regulations of existing agencies, Welfare, Social Security, Rehabilitation, Manpower, etc., promote and foster an individual's interest in, and receptivity of, evaluation, work adjustment or rehabilitation services? The discussion relative to this question brought out several areas of concern. One, which one member of the group said had been "played" so often it should be put to music, was the problem of welfare agencies, at least in some areas, being unable to continue payments while the client was engaged in rehabilitation services. Conversely it was pointed out that Social Security regulations permit an individual to work for about a year (trial work period) before cash disability benefits are reviewed for possible adjustments.

Other discussion pertinent to the influence and impact of regulations on official agencies concerned the problems resulting from the inequities in eligibility requirements and the amount of training stipends paid. It was pointed out that these inequities may place the client in a "shopping" position and promote competitiveness rather than cooperation between agencies. On the other hand, selective recruitment of clients is not an uncommon practice of agencies and organizations providing direct human services.

4. The final question serving to topically designate major areas of group discussion was stated: What is the present state of the art in evaluation? It was generally agreed in the group that the "uncomplicated" physically disabled individual presents no real difficulty in planning and providing a meaningful and effective evaluation. There was consensus that the prediction of job skills is a comparatively clear-cut and uncomplicated endeavor, but that the techniques, procedures and processes needed to accurately and effectively assess behavioral characteristics such as motivation and attitude and their implications relative to rehabilitation and the rehabilitation process are either largely inadequate or totally absent. The knowledge, skills and techniques necessary to properly and effectively assess and identify the implications of the critical and determinative motivational, emotional and attitudinal characteristics of clients was established as an area of weakness or inadequacy within the total evaluation process.

Additional discussion pertaining to the state of the art in evaluation emphasized the need for, and importance of, feedback concerning outcome. In other words, due to the absence or inadequacy of follow-up and/or feedback, we have only limited data with which to accurately appraise the state of the art relative to effectiveness or accuracy of predictions and, all too often, evaluation has become an end in itself.

Following a free, unstructured segment of discussion, the group attended to the assigned task - to develop a system to carry out the functions of indi-

Group B

vidual assessment and service planning with emphasis upon the more 'complicated or difficult' cases who need a formal and comprehensive evaluation as carried out under the vocational evaluation and work adjustment process."

The discussion of the group relative to the charge was based on two assumptions:

1. Development of any service delivery system must originate at the local level (level at which service is provided).
2. No one system will be universally applicable.

It was the consensus of the group that any workable, realistic and effective delivery system must allow for these two basic considerations.

In regard to the actual development of a system, several recommendations were offered:

1. A coordinating body made up of representatives of the agencies and organizations concerned and involved groups should be appointed. The function of this coordinating body would be to survey and assess existing resources and ensure the proper communication and joint planning of pertinent groups and agencies. It was suggested that the responsibility of the coordinating body might extend to the recommending of uniformity in the use of forms and coding procedures, assuming a coordinated and planned system evolved from the initial survey and joint planning.
2. The second recommendation concerned the actual delivery of services and was based on the presence of a system which involved the central coordination of a network of existing facilities within a particular locale or geographical area. In the opinion of the group it would be necessary and desirable to provide some form of evaluation within the individual agency. This preliminary or screening process was termed "first-level evaluation" and would be oriented only toward the determination of needed services and possible referral to the appropriate agency in the "system" which might best render the services required.
3. It was generally agreed, depending on the availability of existing resources, that a multiple service center or multiservice complex would need to be established for, or incorporated into, the proposed system. This center or facility would provide the "third level" of evaluation (designation based on Mr. E.B. Whitten's paper which stated:

"The third level, and this is where our work evaluation services come in, is services to appraise the individual's patterns of work behavior and ability to acquire occupational skills and to develop the work attitudes, work habits, work tolerance and social and behavioral patterns suitable for successful job performance including the utilization of work, simulated or real, to assess and develop the individual's capacities to perform adequately in a work environment."

#### Group B

The responsibility for the administration and operation of such a proposed facility was not definitely established by the group. It was suggested that it could be privately operated, jointly operated by cooperating agencies, or operated as a part of an existing facility.

A potpourri of ideas, proposals, suggestions, recommendations, questions and comments incorporated into the above three specific points included:

"Services should be offered where people live."

"Our discussion is futile unless legislation is appropriate and realistic and is oriented to the community service level."

"No one system is going to work across the country."

"Does everybody need to be evaluated?"

"We need a more thorough screening at initial contact with various agencies."

"We need a central records keeping system to avoid duplication, overlap and often waste of services."

"Existing legislation often prevents a transfer or payment of funds from one agency to another."

"Some evaluation programs are designed to meet the needs of the agency or organization rather than to determine an appropriate program of services."

"Much more evaluation is going on than what we are calling 'evaluation'."

"Evaluation should be as individually oriented as are the services to follow."

"We need an organization, a vehicle or a method to get agencies to communicate and cooperate."

"Is evaluation going on but being called something else?"

The group next addressed itself to the identification of problems which lend themselves best to exploration through research and demonstration projects and offered the following recommendations, suggestions and questions:

1. Attempt to determine why existing facilities offering evaluation and/or work programs are not being utilized or why they are not being utilized effectively.

2. Evaluate "evaluation." What goes into the process, what does it consist of, what are the probable outcomes? What are proving to be successful methods and techniques? What are those that are ineffective? What constitutes a "good," effective evaluation?

Group B

3. Investigate the utility and effectiveness of "short-term" evaluation. Are the predictions and outcomes resulting from a one-week evaluation any more valid or effective than those resulting from a four-week evaluation?

4. Can evaluation be differentiated as an assessment process or an adjustment process - or should it be?

5. Develop new techniques, methods and approaches to appraise adjustment capacities, motivational and personality components.

6. Investigate the feasibility of a computerized registration system on a community or state level to identify those persons receiving services from a number of agencies and to better plan and coordinate needed services.

## REPORTS OF DISCUSSION GROUPS

### GROUP C

by

Robert H. Couch

A revolution in evaluation and adjustment services is imminent. New developments within the Labor Department and in the Social and Rehabilitation Service are embracing the evaluation and adjustment process in new and innovative ways for the disadvantaged. Unprecedented numbers of people in this target group are expected to apply for services offered by federal, state and private agencies.

In facing these new demands for evaluation and adjustment services, an examination of the state of the art may be in order. Evaluation and adjustment services emerged to meet the needs of people who were inadequately assessed and served by traditional approaches to evaluation and treatment. Referring agencies sought better answers and better directions for their clientele. As agency programs expanded and began serving a wider, more troubled population, facilities attempted to meet the service demands dictated by the purchasing agent. Agency personnel realized they needed assistance in serving their clients but were unable to precisely identify what types of services would meet the needs of their clients. Facility staff, on the other hand, failed to define what they were really capable of providing. Prompted by both humanitarian and fiscal motives, facilities generally proceeded to borrow or devise an array of tools, procedures and methods of evaluation and adjustment services which coincided with agency demands, agency policies and agency incentives. The historical development of evaluation and adjustment services along these lines has resulted in a rather amorphous art characterized by divergent methodologies, ill defined parameters and inadequately trained practitioners.

From these cooperative efforts (between purchasers and providers), evaluation and adjustment services have evolved. This evolution is by no means complete. The continuing search for better ways to match man and job and to more ably assist troubled people is now visible in official and private agencies, universities and professional organizations. Healthy controversy abounds as the emerging profession meets the countless problems and unresolved issues. Among the pressing issues are:

1. The divergent settings, objectives and modalities subsumed under an evaluation or adjustment heading tend to confuse agencies, practitioners and service recipients.
2. Standards of practice, professional qualifications and theoretical concepts have not yet been defined.
3. Practitioners can offer little empirical evidence to support their premises and practices.

#### Group C

4. A true cost analysis of evaluation and adjustment services has not been accomplished.
5. Methods of serving large numbers efficiently and yet individually have not been discovered.
6. Time lapses between initial client contact and onset of services is too often undesirably long.
7. The dynamics of the facility milieu are not fully understood.
8. People receiving services have difficulty perceiving their assigned activities and their participation as relevant to their immediate needs.
9. The shortage of trained personnel is critical even for present demands. Paradoxically, financial support for training facility personnel appears to be diminishing rather than increasing to meet the manpower crisis.
10. There is a dearth of valid tools, techniques, procedures and hardware available to practitioners.
11. Referring agencies do not fully understand how to utilize facility evaluation and adjustment services.

These difficulties are no doubt characteristic of an emerging profession. A really honest assessment of any profession or governmental program would probably reveal similar difficulties. In spite of these difficulties, those agencies whose clients have succeeded and the practitioners who have experienced that success with clients are convinced that evaluation and adjustment can, has and is working. These professionals along with the thousands of individuals who have been rehabilitated attest that these services are viable assets in working with people with problems.

It is from this frame of reference that practitioners and leaders in the field are seeking assistance in meeting the new challenges and would offer counsel to those beginning the task of providing meaningful services.

#### RECOMMENDATIONS

The general and specific recommendations offered here merit the attention of all whose true objectives include concern for quality evaluation and adjustment services.

#### Cooperation

Competition for funds, favor and power must be superseded by a total concern for serving people at the time that help is most needed. Real, meaningful cooperative action by all concerned agencies, professions and individuals is mandatory if the common goal is to be achieved.

1. Encouragement must be given to efforts which would create innovative means of cooperation among public, private and voluntary agencies at all levels, federal, state and local.
2. All agencies must realize that others can also offer something in meeting the multifaceted needs of the disabled and disadvantaged.
3. Various cooperative systems should be tried and honestly reported.

Group C

- a. A team composed of welfare, manpower and rehabilitation representatives might be centrally housed and utilized in early screening of individuals.
  - b. Such teams modeled after WIN (Work Incentive Program) teams could be tried.
  - c. A single person representing all agencies in an instant intake program could offer an experimental approach.
4. A cooperative study of the target groups and their needs should be completed.
- a. Total needs should be identified.
  - b. These needs should guide the development of joint service programs and new systems.
5. Joint funding of research and demonstration projects and staff development activities is necessary if successful methodology and staff competence is to be achieved and maintained.
6. Duplication of existing evaluation and adjustment facilities is unnecessarily wasteful and time consuming.
- a. Current developments, skills and knowledge in the evaluation and adjustment field should be utilized.
  - b. Duplication costs and nonproductive developmental periods, necessary in beginning programs, question the feasibility of competing evaluation and adjustment approaches.
7. Present programs would require considerable expansion, revision and refinement to meet new service requirements.
- a. These changes could be developed and financed cooperatively.
  - b. Revision could include special services for special agency needs.
8. Agencies could purchase needed services from the expanded, revised, existing facilities thereby capitalizing on current experience in the field in the most economical manner.
9. If real cooperation between manpower, social welfare and rehabilitation programs is not possible, separate multiservice community-based facilities should be considered.

Group C

Research and Development

A review of the state of the art in light of the new demands suggests a crash program of research and development in evaluation and adjustment services. New systems, new approaches and new hardware must supplement the current knowledge and experience in the field. What kind of, and how much, information is necessary to help the client achieve his goals? What systems can best provide the needed data and how can the information be synthesized and translated into meaningful plans for the individual? What is the actual cost of this activity?

1. Research to determine the effectiveness of current and emerging methods of evaluation should be accelerated. Both failures and successes should be publicized.
2. Methods of outreach should be improved.
  - a. Indigenous workers and client advocates should be utilized to attract and hold clients in service programs.
  - b. Outreach methods should be tried.
  - c. Means of promoting client attendance should be investigated.
3. New systems to effectively serve the anticipated increase in clients must be devised cooperatively.
  - a. Various sequential levels of evaluation might range from a multiagency screening and classification to a comprehensive analysis of a single individual.
  - b. The multiagency team screening at the initial level should make provisions for identifying those individuals needing additional levels of progressively more comprehensive evaluation and adjustment services.
  - c. Individual plans for services should be a product of each evaluation level.
    - (1) These plans should be addressed to meeting needs of the individual which were identified as objectives in evaluation process.
    - (2) Plans for services should be jointly coordinated to bring all available community resources to bear on individual needs in an expeditious and uninterrupted manner.
4. New tools and techniques should be made available.



#### Group C

- a. Instruments for systematically obtaining specific social data are needed.
  - b. Better methods of observing and recording work behavior must be found.
  - c. Effective and revealing screening devices or programs should be developed.
  - d. Improvement is needed in techniques of obtaining static data, potential achievement levels and in identifying modifiable characteristics.
  - e. Methods for organizing clinical approaches into mass evaluation systems are required.
  - f. The effect of the total milieu of the evaluation and adjustment setting should be examined.
  - g. New hardware and software are among the greatest needs reported by practitioners.
5. A detailed cost analysis of each service in various settings should be accomplished.
- a. Means of reducing costs should be explored.
  - b. Examination of facility sizes and program results should be analyzed in an effort to determine the most effective and efficient means of providing services.

#### Personnel

Implementation of these ambitious, cooperative goals must rest ultimately with those persons working directly with individuals in the target group. The professionals assuming this responsibility must be creative, innovative and highly skilled in the art and science of evaluation and/or in the adjustment process. Their selection of modalities, their clinical observations and their ability to synthesize data must be sensitively meshed with an understanding of the individual. Their relationship with that individual in assisting him to find a suitable life direction is critical. Therefore the professional competence of the evaluator and the adjustment specialist is of paramount importance. Development of a body of knowledge and equipping the professional to practice it skillfully merits a high priority for all concerned agencies and organizations. Unfortunately this area has not enjoyed such priority, and steps should be taken to reverse the present direction.

1. The Vocational Evaluation and Work Adjustment Association (VEWAA) should initiate action which would lead to the establishment of standards for personnel and practice.

- a. VEWAA should explain its terminology, identify skills and competencies, and otherwise define the parameters of evaluation and adjustment services.

Group C

- b. Assistance to finance this movement should be sought from the Social and Rehabilitation Service and other appropriate agencies.

2. Currently available training programs are grossly inadequate to meet even present needs.

- a. Related agencies should provide encouragement and financial assistance for additional degree and short-term training programs in evaluation and adjustment service.
- b. Agencies should rapidly develop meaningful in-service training programs for personnel already functioning but not trained in the evaluation and adjustment field.
- c. The creation of a body of knowledge in evaluation and adjustment services for the handicapped and disadvantaged should be actively promoted by each agency which will use these services.
- d. Current rehabilitation, manpower and social welfare training programs at both the university and in-service training levels should be re-examined.

(1) How can these programs join forces to better prepare the helping professions to work with the handicapped and disadvantaged?

(2) Should these programs be combined?

3. Field personnel of operating agencies should be trained to effectively utilize facility evaluation and adjustment services.

- a. Training programs should be included in existing and new university programs.
- b. In-service training should address itself to this topic for all agency personnel.

Implementation of these recommendations, made by national leaders in the fields of social welfare, manpower and rehabilitation will no doubt improve appreciably the efficacy of evaluation and adjustment services. Only through cooperative efforts by the three agencies can movement towards the common goal become a reality. Utilizing a better evaluation and adjustment process that we have created together will make the solution of many of these human problems possible.

APPENDIX

NATIONAL INVITATIONAL CONFERENCE ON VOCATIONAL EVALUATION  
AND WORK ADJUSTMENT SERVICES

June 2-4, 1970  
Holiday Inn - National Airport  
Arlington, Virginia 22202

Co-Sponsors:

International Association of Rehabilitation Facilities  
and  
University of Pittsburgh Research and Training Center  
(Vocational Rehabilitation - RT 14)

PLANNING COMMITTEE

Ralph N. Pacinelli, Ed.D., Co-Chairman International Assn. of Rehab. Facilities	Ralph Church Rehab. Services Administration
Leonard Wendland, Ph.D., Co-Chairman University of Pittsburgh	E.B. Whitten National Rehab. Association
Andrew Truelson Community Services Administration	Jack Sink Auburn University
Herbert Kamsky Community Services Administration	Paul Hoffman, Ed.D. Stout State University
Earl Klein DOL/Manpower Administration	Anthony De Simone Rehab. Services Administration (N.Y.)
John Mitchka DOL/Manpower Administration	Charles L. Roberts International Assn. of Rehab. Facilities
John D. Bailey Rehab. Services Administration	Nathan E. Acree Social and Rehabilitation Service
Lester Blankenship Rehab. Services Administration	Russell Baxter Arkansas Rehabilitation Service

SAMPLE INVITATIONAL LETTER

Dear \_\_\_\_\_:

It is my pleasure to invite you to the National Invitational Conference on Vocational Evaluation and Work Adjustment Services to be held at the Holiday Inn - Washington National Airport, June 2-4, 1970. Attendance at this conference is by invitation only. The conference planning committee has selected you from among many of those interested in and concerned with evaluation and adjustment services available to disabled and disadvantaged individuals.

This conference is a working meeting. The current direction of vocational evaluation and work adjustment services will be explored and the delivery of these services will receive intensive examination. After hearing from knowledgeable speakers, you will participate in "shirt-sleeve" sessions to develop ways of improving and increasing evaluation and work adjustment services to all those who need them.

It is our hope that the conference, by bringing together officials of government programs in manpower, social welfare and rehabilitation, plus university, voluntary agency and facility personnel, will facilitate the development of far-reaching and forward-looking vocational evaluation and work adjustment services. It is with a great deal of pleasure and pride that the International Association of Rehabilitation Facilities and the University of Pittsburgh Research and Training Center co-sponsor this important meeting. Financial support has been provided by the Social and Rehabilitation Service and invaluable planning assistance has been obtained from the Manpower Administration, the Community Services Administration, and the Rehabilitation Services Administration.

Enclosed are materials which describe conference objectives, agenda, and procedures. A block of sleeping rooms has been reserved for participants. You must make your own hotel reservations. If it is necessary for your expenses to be reimbursed, traineeships to cover cost of transportation and per diem at \$25 per day are available (for nonfederal employees).

Please complete the enclosed forms as they apply to you and return them immediately to IARF.

- (1) Registration Form (everyone complete).
- (2) Application for Individual Traineeship (RSA-9) two copies both sides (for nonfederal employees only).

- (3) Expense Voucher - those applying for a traineeship must sign three (3) of the University of Pittsburgh's vouchers at the bottom right corner and return them to IARF. Keep the fourth copy (with arrival/departure information at top) to record your personal expenses. After the conference send the fourth copy with hotel and transportation receipts to IARF for computation and reimbursement of your expenses.

Your help is needed to make the conference a success. I hope that you will be able to attend.

Sincerely yours,

Charles L. Roberts  
Executive Vice President

Enclosures

NATIONAL INVITATIONAL CONFERENCE ON VOCATIONAL EVALUATION  
AND WORK ADJUSTMENT SERVICES

June 2-4, 1970  
Holiday Inn - National Airport  
Arlington, Virginia 22202

Co-Sponsors:

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PROGRAM

JUNE 2

9:15 a.m. REGISTRATION PLAZA ROOM

10:00 GENERAL SESSION

Presiding: Charles L. Roberts, Executive Vice President, IARF

Creetings - Milton Cohen, President, IARF

Conference Objectives - Charles L. Roberts

Vocational Evaluation and Work Adjustment in Review  
Dr. Paul R. Hoffman, Administrator, Institute of  
Vocational Rehabilitation, Stout State University

11:30 Film - "Assessment"  
Jack Sink, Director, Rehabilitation Services  
Education, Auburn University

Announcements

12:00 noon LUNCH

1:30 p.m. GENERAL SESSION PLAZA ROOM

Presiding: Charles L. Roberts

Federal Programs Providing Vocational Evaluation and Work  
Adjustment Services

Manpower Administration - Malcolm R. Lovell, Jr.,  
Deputy Assistant Secretary for Manpower and  
Manpower Administrator

Community Services Administration - Dr. Joseph Hunt,  
Deputy Commissioner

Rehabilitation Services Administration - Dr. Edward Newman,  
Commissioner

3:00 BREAK (coffee served)

3:30 NRA Views Vocational Evaluation and Work Adjustment Services  
E. B. Whitten, Executive Director, NRA

4:15 SOCIAL HOUR PLAZA ROOM  
Courtesy of the School of Education, University of Pittsburgh  
Host: Dr. Leonard Wendland

6:00 Group Leaders and Recorders Meet COLLINS ROOM

JUNE 3

9:00 a.m. GENERAL SESSION PLAZA ROOM  
Presiding: Dr. Leonard Wendland, Director  
University of Pittsburgh R & T Center  
Panel: Innovative Developments in Vocational Evaluation  
and Work Adjustment Programs  
Manpower Administration - Jesse Davis, Deputy Chief,  
Experimental Operations Research  
Community Services Administration - Andrew R. N. Truelson,  
Associate Commissioner  
Social and Rehabilitation Service - Dr. William Gellman,  
Executive Director, JVS, Chicago

10:45 BREAK (coffee served)

11:00 GENERAL SESSION PLAZA ROOM  
Presiding: Dr. Leonard Wendland  
Panel: Staff Recruitment, Training and Development in Vocational  
Evaluation and Work Adjustment Programs  
Manpower Administration - Anthony Fantoci, Chief, Division  
of Counseling, Testing and Special Worker Services,  
USIES  
Community Services Administration - Miss Margaret Graham,  
Chief, Staff Development Standards Branch, SRS  
Rehabilitation Services Administration - Ralph Church,  
Training Consultant, Division of Rehabilitation  
Facilities  
SRS Research and Training Centers - Dr. Joseph Fenton,  
Chief, Division of R & T Centers

12:00 noon Orientation to Work Groups

12:15 LUNCH



1:30 p.m. WORK GROUPS MEET  
(see group assignment sheet)

	Group A Conference Room	Group B Collins Room	Group C Aldrin Room
Leader:	Dr. Paul Hoffman	Dr. Vernon Glenn	Jack Sink
Recorder:	Dr. Walter Pruitt	Dr. Neal Little	Robert Couch

5:00 Adjournment for the Day

JUNE 4

8:30 a.m. WORK GROUPS MEET (same rooms as June 3)

10:00 GENERAL SESSION

PLAZA ROOM  
(coffee served)

Presiding: Dr. Ralph N. Pacinelli, IARF

Reports from Work Groups

Group A - Dr. Walter Pruitt, Stout State University

Group B - Dr. Neal Little, Arkansas R & T Center

Group C - Mr. Robert Couch, Auburn University

11:30 Conference Closes

# SMALL GROUP ASSIGNMENTS

## Group A Conference Room

Leader: Dr. Paul R. Hoffman  
Recorder: Dr. Walter A. Pruitt

Stanley R. Spencer  
Malcolm Lovell  
Jesse Davis  
Joseph Hunt  
Andrew Truelson  
Andrew F. Juras  
John J. Killian  
E. B. Whitten  
Russell Baxter  
Harvard A. Matthews  
James F. Carrett  
John W. Sturman  
Edward Newman  
John D. Bailey  
Milton Cohen  
William Callman  
Charles L. Roberts  
Robert Walker  
Saul S. Lechner  
Leonard Wendland  
Paul Justig  
Miss Marion Martin  
Anthony Fantaci

## Group B Collins Room

Leader: Dr. Vernon Glenn  
Recorder: Dr. Neal Little

Miss Ada Mostcovy  
Dana Leitch  
James W. Edmunds  
Miss Margaret Graham  
Herbert R. Kamsky  
Jack W. Hill  
James J. Connors  
Richard Sheppard  
Dill D. Beckman  
Fred Driver  
Joseph Fenton  
Henry B. Simons  
Ralph Church  
Lester Blankenship  
John E. Hoskins  
Mrs. Vivian Shepherd  
John Campbell  
Mark M. Smith  
Ranjit Majumder  
David W. Smith  
Miss Frances Lariviere  
Mrs. Beatrice Hill  
Michael Lodge

## Group C Aldrin Room

Leader: Mr. Jack Sink  
Recorder: Mr. Robert Couch

Miss Janet Pinner  
Jack Mitchla  
Howard L. Souley  
Mrs. Mary J. Cronin  
Laco Johnson  
Clyde McWhorter  
Stanley H. Crow  
Jerry L. Starkweather  
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Miss Doris Woolley  
Robert Drooge  
Arnold Sax

NATIONAL INVITATIONAL CONFERENCE ON VOCATIONAL EVALUATION  
AND WORK ADJUSTMENT SERVICES

Suggested Outline for Background Papers  
by Manpower, Rehabilitation  
and Social Welfare Agencies  
Participating in the Conference

TO THE AGENCY:

The paper requested for this conference should focus on the programs and operations within your agency which have responsibility and authority for providing "Vocational Evaluation and Work Adjustment" services.

The paper should include, but need not be limited to, the following as they relate specifically to vocational evaluation and work adjustment services:

- A. History and legal basis
- B. Basic assumptions re the vocational evaluation and work adjustment process
- C. Description of the vocational evaluation and work adjustment program and services
  - 1. How is it organized (national, state, local)
  - 2. Service delivery systems:
    - a. Target population(s) (intended and actual)
    - b. Referral process
    - c. Client selection criteria
    - d. Services provided
    - e. Case disposition and follow up
    - f. Types of personnel utilized in service delivery
- D. Financial Basis
  - 1. Supply and demand (availability vs. need)
  - 2. Source of funds
  - 3. Amount of funds - 1970, 1971, future
  - 4. Criteria for using funds (target population, geographical consideration, etc.)

- E. Cooperative arrangements with other agencies (public and nonpublic)
- F. Research and training (a separate paper will be invited and discussed in depth at the conference, but you may want to present a summary here)
- G. Observations re strengths and weaknesses of your present program
- H. Future directions
  - 1. Legislation
  - 2. Organization and administration
  - 3. Target population
  - 4. Financing service
  - 5. Cooperative agreements (governmental and nongovernmental)
  - 6. Others

Prepared by:  
Ralph N. Pacinelli  
March 24, 1970

NATIONAL INVITATIONAL CONFERENCE ON VOCATIONAL EVALUATION  
AND WORK ADJUSTMENT SERVICES

June 2-4, 1970  
Holiday Inn - National Airport, Arlington, Va.

Task for Small Work Groups and Discussion Guide

In regard to a neighborhood, city, or county, develop a system to carry out the functions of individual assessment and service planning with emphasis upon the more "complicated or difficult" cases who need a formal and comprehensive evaluation as carried out under the vocational evaluation and work adjustment process. Such system may have alternatives regarding several aspects as appropriate.

In the development of the system consider the following minimum factors:

1. Target groups to be served
2. Organizational patterns for service delivery
3. Funding arrangements

Extend pertinent aspects of the system to Statewide and National considerations

The attached outline is a further guide to facilitate small group work.

Associated and important tasks for work groups are:

1. Identification of problems which lend themselves best to exploration through research and demonstration projects
2. Determination of appropriate follow up and implementation actions for this conference

### Discussion Guide and Checklist of Idea Stimulators for Small Groups

#### SOME MAJOR FACTORS IN THE DEVELOPMENT OF A SYSTEM FOR THE DELIVERY OF VOCATIONAL EVALUATION AND WORK ADJUSTMENT SERVICES

#### I. Target Groups

##### A. The Universe

While the following are overlapping, they tend to describe the universe:

- The disadvantaged (DOL-CAMPS)
- The public assistance group
- The disabled disadvantaged
- The seriously disabled
- The disabled

Premise: All of these (and others) require some degree of assessment, orientation, evaluation, service planning, referral arrangements, etc. Some, however, need more comprehensive and formal procedures.

##### B. Target groups for vocational evaluation and work adjustment services

1. Groups to be assessed and entered into service programs by each of the agencies without a formal evaluation process
2. Groups to undergo intermediate evaluation procedures
  - a. DOL-type work samples
  - b. Other special, short-term and less comprehensive procedures
    - (1) By each agency
    - (2) By special facilities
3. Groups to undergo formal and comprehensive work evaluation and/or adjustment services in a place and through special staff and procedures
  - a. By each agency (in facilities)
  - b. By special voluntary facilities or multi-agency facilities
4. Implications of the proposed Manpower, Family Assistance, and Social Services legislation

## II. Organizational Patterns of Service Delivery

- A. Evaluation units in each agency
- B. The disabled among the manpower and welfare clientele
  - 1. Criteria for referral to VR
  - 2. Evaluation and service by VR
  - 3. Carried on the rolls of several agencies
  - 4. VR staff stationed at operating units of other agencies
- C. Interagency operations
  - 1. Each agency conducts varying degrees of assessment and evaluation
  - 2. Rehabilitation facilities receive defined types of clients to do the evaluation job for each of the cooperating agencies and the community at large
  - 3. Jointly managed facilities do the evaluation job for participating agencies and the community at large
  - 4. The State VR agency as the administrator of evaluation programming in an area
  - 5. The feasibility of "cross-staffing"
    - having staff representatives of several agencies in operating unit of individual agencies
    - having across-agency generalists in each operating unit
- D. Discuss "overlapping" and "duplication" from the point of view of the client in regard to the total need among the overall target populations
- E. Discuss the system with regard to the proposed new Manpower, Family Assistance, and Family Service legislation
- F. Discuss resources
  - 1. Existing rehabilitation facilities
  - 2. Existing evaluation activities in other places such as DOL work samples and VR evaluation conducted in vocational schools, etc.
  - 3. Use of public and private employer sites
  - 4. New environments
  - 5. Staff acquisition and training

# LIST OF PARTICIPANTS

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Holiday Inn - National Airport  
Arlington, Virginia  
June 2-4, 1970

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\*Unable to attend



G. Evaluation for special groups, such as the blind, the alcoholic, the drug user, etc. (integrate or have special facilities, or both?)

H. Rural areas

I. Funding Arrangements

A. Basic vocational rehabilitation operating funds, "Section 2" - limited to handicapped individuals

B. Manpower funds

C. Social service funds

D. Special rehabilitation project grant funds

1. Expansion grants

2. Demonstration projects (including FY 1971 funds earmarked for vocational evaluation and work adjustment services for disadvantaged individuals)

3. Other

E. Joint funding

F. Fee for service

G. Implications of pending legislation

1. Manpower act

2. Family assistance plan

3. Family services act

H. Funding for equipment, space, staff, and staff training

Prepared by: R. W. Pacinelli  
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April 21, 1970

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